

# The First Canadian Housing and Town Planning Congress



Industrial Bureau Auditorium, Winnipeg  
July 15th, 16th and 17th, 1912

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Canadian Printing and Bookbinding Company Limited, Winnipeg, Man.

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John David Hulchanski, 1985

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# PROGRAMME



## MONDAY, JULY 15th, 1912

CIVIC WELCOME by His Worship Mayor Waugh

ADDRESS by W. Sanford Evans, Esq., Chairman of the Winnipeg Town Planning Commission.

RAYMOND UNWIN, F.R.I.B.A., London; "Some Architectural Aspects of Town Planning." (By Proxy).

THOS. ADAMS, Town Planning Assistant to the Local Government Board, London, England; "Some observations on the British Town Planning Act." (By Proxy).

JOHN P. FOX, Secretary Transit Committee, City Club of New York; "Transit and Town Planning." (By Proxy)

MALCOLM W. ROSS, Regina; "Some City Planning Problems in the Prairie Cities."

DR. CHARLES A. HODGETTS, Medical Adviser to the Commission of Conservation, Ottawa; on "The Housing Problem" (illustrated with stereoptican views).

DR. M. M. SEYMOUR, Regina, Commissioner of Public Health for Saskatchewan; on "The Tenement House Question."

MRS. ALBION FELLOWS BACON, Secretary Indiana Housing Association, U.S.A.; on "Housing as it Affects the Community."

### DISCUSSION

## TUESDAY, JULY 16th, 1912

HIS ROYAL HIGHNESS, THE DUKE OF CONNAUGHT, Governor General of the Dominion of Canada; on "Housing and Town Planning."

MR. GUY WILFRID HAYLER, Member Institute of Municipal Engineers, and Royal Sanitary Institute, of London, England; on "The Essential Elements of City Planning."

MR. JAMES FORD, of the Department of Social Ethics, Harvard University, U.S.A.; on "The Social Aspect of Town Planning."

MR. FREDERIC LAW OLMSTEAD, Chairman of the International Housing and Town Planning Congress Committee, Brookline, U.S.A.; on "The Four Cardinal Points of Town Planning."

### DISCUSSION

## WEDNESDAY, JULY 17th, 1912

MR. LOUIS BETZ, of St. Paul, Minn., U.S.A.; on "The City Beautiful."

MR. J. ANTRIM HALDERMAN, Town Planning Engineer of the City of Philadelphia, Penn., U.S.A.; on "Some of the Fundamental Problems of Town Planning."

MR. ARTHUR A. SHURTLEFF, Landscape Architect of Boston, Mass., U.S.A.; on "Civic Aesthetics."

MR. L. J. BOUGHNER, Editor Minneapolis Tribune; on "Beautifying the City." (Illustrated by stereoptican views.)

MR. C. B. WHITNALL, Milwaukee; on "Financial Aspects of Town Planning."

### DISCUSSION

The Chair was taken each day by W. SANFORD EVANS, Esq., Chairman, Winnipeg Town Planning Commission.

# CIVIC WELCOME

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By HIS WORSHIP MAYOR WAUGH

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It gives me great pleasure to extend a welcome to a delegation of town planning experts, and I assure you, we in Winnipeg, appreciate the selection of our City as a place of meeting for the first Housing and Town Planning Congress held in the Dominion of Canada. We consider the honour done to our City very great indeed.

Especially welcome are those delegates who come to the Congress from a distance, from the Eastern Provinces, from the far West, from England over-seas, and from our neighbors to the South. Every thinking person appreciates the value of a town planning movement; both theoretical and practical plans for the beautification and betterment of a city are of outstanding value. The cities of today are struggling along to meet absolute necessities, and the process of evolution I may liken to a man who gets married, he must add new luxuries as he can afford them.

As population increases, new districts must be opened up to accommodate the addition, and plans must be evolved so that the conditions in the new districts as regards housing and hygiene be adequate and thorough. The citizens must take broad views of the efforts of a town planning commission, so that from an aesthetic point of view the improvements may be a pride and credit to them. The effort requires a broad-minded, unselfish indulgence on the part of the people. But the question may be asked: Are the people prepared to build for the betterment of a city? Have they the courage moral and financial, to grapple with the problem? We think they have.

Our Town Planning Commission is composed of public spirited men, well able to carry out a town planning scheme, and they are putting into their work a great deal of valuable time, and their recommendations, we are confident, will be worthy of the consideration of our citizens.

I hope this meeting, gathered for the consideration of schemes of city planning, housing and the improvement of cities, will be crowned with success and prosperity, and that you strangers within our gates will thoroughly enjoy your sojourn in our city, and that the present be a memorable gathering on the question of town planning.

# CHAIRMAN'S ADDRESS

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By W. SANFORD EVANS, Esq.

Chairman of the Winnipeg Town Planning Commission

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W. Sanford Evans, ex-mayor of Winnipeg and chairman of the Winnipeg Town Planning Commission, who presided, opened the proceedings by explaining that the congress had been called on the joint invitation of the Winnipeg Town Planning Commission and The Winnipeg Industrial Bureau. The City Council during the preceding year had appointed a commission to investigate the local conditions and report to the City Council, and the Winnipeg Industrial Bureau had before the appointment of the commission, created a committee on Housing and Town Planning. These two bodies had united to organize the congress, and it was a matter of the greatest satisfaction that so large and so representative a response had been made to the invitation extended. It was not necessary for him to attempt to deal with the history of the Housing and Town Planning movement or to say anything of its vital importance. One thing, however, was evident, and that was that a great deal of education was necessary for the successful carrying on of this work, first among those who took positions of leadership in the movement, and in the second place, and no less important, on the part of the general public, since it was absolutely essential to have a body of enlightened public opinion in support of any recommendations that might be made. And it was not sufficient that the public in small local districts alone should understand and appreciate. The movement needed the support of the whole country and would gather in strength as the public opinion of all civilized countries is educated, it was hoped that this congress would have an important effect, not only in the education and stimulation of those who attended as delegates, but also through them, and through the reports of the proceedings, upon the general public.

Mr. Evans called attention to the very large number of exhibits which had been kindly forwarded by experts and friends of the movement in Great Britain, the United States, France, Germany, Austria, Italy, Denmark and Canada, and which he believed would be found of great interest and value.

## SOME ARCHITECTURAL ASPECTS OF TOWN PLANNING

By RAYMOND UNWIN, F.R.I.B.A.

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Town planning is essentially a co-operative art, and that in two senses. If the work is to have any real stability, it must be the direct outgrowth of the activities of the community who are to dwell and work in the town or suburb when built and must afford satisfaction for their requirements; it must indeed be the expression of their corporate life and their aspirations. It is essential that the Town Planner should regard himself not as a dictator decreeing what form he would like the town to take, but rather as one whose duty it is to find comely expression for common life which he must seek thoroughly to understand and in every way to provide for. But in a more direct way the work must be co-operative. The assistance of the surveyor is needed; he must prepare for us an accurate representation of all existing conditions, of nature of the site, of the existing portions of the town, of the contours of the ground, of roads, railways, rivers and all sewer and water conveniences. The co-operation of the engineer, who must advise on and be responsible for the carrying out of any alterations to the site, will also be required. While the help of the sociologist, the antiquarian and others must be called in to make what Prof. Geddes has so well called the City Survey, if we are to base our plan on a proper knowledge of that which is. Further, if the result is to be successful, we must secure the co-operation of the architects who will design the individual buildings of which the completed whole will be composed. From them we shall have to ask that they shall ever remember that the part is not greater than the whole.

Some may think that the actual work of town planning belongs rather to the Engineer or Surveyor than to the Architect and that the Architect should be content to deal with the individual buildings; but to me it seems that the success of a town design depends so much on the whole scheme being conceived by vivid and well-trained imagination, so much on the placing and grouping of the buildings, on the true emphasis of certain parts and the subordination of other parts—in fact on all that is covered by the word “design” that the Architect should be the proper person. This is not in any way to minimise the importance of either the Surveyor or the Engineer. In a certain sense their influence must be decisive—within their field they must rule supreme. The prettiest scheme will come to naught if it depends on inducing people to go where they have no wish to go, on making water run up hill, or on driving roads regardless of cost or engineering difficulties. But it is just because these matters are absolute because they fix limits in so many directions within which the work must be carried out, that the making of the plan should be given to one whose training fits him, or should fit him, to grasp all these varying conditions

dictated by the site, the life of the people, the Surveyor and the Engineer, and regarding them all as part of his problem to create, by means of his imagination some design which shall beautifully express them all. But the best possible town planning will be of little avail if the cordial co-operation of all the architects building on the sites laid out is wanting.

During the last century, architecture has been, generally speaking, individual only. There has been no tradition, no conscious agreement, or regulation to co-ordinate the work of different men. Each has concentrated his attention on his own building. Too often influenced by the wishes of his client or by the necessity of making a name for himself the architect has considered mainly how he could make his building stand out in distinction from those surrounding it. *Individual* architecture must be, if it is to be interesting, and *interesting* architecture must be, if it is to make a general appeal, if it is to receive that degree of sympathy and general support from the public which alone can entitle it to take its proper place as the expression of the common life of the people. Individuality, in fact, is needed, to make the part worthy of its place in the whole; but as the whole is greater than the part, so the unity of the whole must dominate the individuality of the part. Something of that unity we need to secure today, either as in past ages by a common tradition accepted by all, changing but gradually, and followed instinctively, or by voluntary co-operation; or, as a last and worst resort, by some method of central guidance and control.

We must never forget the true meaning of variety. How often when we suggest some unity or design or treatment are we met by the opposition of those who say that they like "plenty of variety." These people seem to think that variety means mere unlikeness of several things to each other, but that is not variety at all. Variety means simply the minor changes of some fixed type. In music we speak of an air with variations. Each phrase is variety from the air. To that extent it is different, but the air, the common likeness, is greater than the differences. Variation is the difference that we find between the faces of different people, no two are exactly alike; but the common use of the word would suggest that variety in faces would mean finding some with one eye and two noses. Variety consists of subtle changes wrought in things essentially related. Unity must dominate if the variations are to please. Once let the variations dominate and the result becomes a jumble, the relationship is lost. There is nothing more tedious and monotonous than a succession of different things jumbled together without relation and without unity. The town planner has to do with two somewhat different types of beauty, both of which he must, to be successful, understand and appreciate. There is, first the natural beauty which is seldom absent from any site; beauty of undulating surfaces, of winding river, stream or valley, or of such minor features as rocks, woods and trees, or perhaps important lines of existing highways having considerable beauty of a somewhat similar nature. This type of beauty, for our purpose, we may consider informal and irregular; for while in all probability it is the result of a most accurate obedience to complex laws, the interplay of these laws

is so entirely beyond our power to follow that, as compared with our formal and regular designs, governed by few and simple rules, the result may be said to be informal and irregular. The problem of the town planner is how to adapt the ordered beauty of his plan to the natural beauty of the site, in such a manner as to weld the two into one harmonious whole. Town planning, owing to the nature of the site, can very seldom consist in the creation of symmetrical patterns on paper, and must often assume much of the irregularity of form which the site may dictate. But this does not affect the fact that all good town planning must be the logical following out of some definite design in which, whether regular or irregular, whether composed of straight lines or of curved lines, the component parts bear due relationship to one another and are welded together into something of a whole. In many old town plans, for example, though there may be nothing of symmetry, though hardly any lines may be straight and hardly any angles square, yet there is a very definite sense of design in the whole, due emphasis in certain central positions, due grading of the different parts according to their place and importance. This I think is very evident in the plan of the old town of Rothenburg, which in the many essential elements of design compares favorably with the more regular and symmetrical plan of Karlsruhe, which in its way is a most charming example of a symmetrically planned city, teaching us much respecting the value of order and unity in town design.

The architect is naturally tempted, when thinking of town planning, to picture great schemes for improving the central areas of towns, the creation of stately streets and squares adorned with groups of buildings treated in a monumental manner. Such imaginative dreams have their place: nevertheless the great need at the present day is rather to begin at the other end of the problem. *We must first see that our citizens are decently housed in comely dwellings, built amid healthy and pleasant surroundings, with ample space for the children to play in and for their elders to rest and recreate their faculties when they return from their day's labour.* This is the foundation upon which will develop fine city building. It is mainly to the planning of new suburbs that we must turn our immediate attention; and though the principles governing this work will be very much the same as those governing the planning of the central areas of towns, their application will be considerably modified by the different conditions.

Even in the suburbs there will be plenty of scope. It is essential that supplementary centres should be formed. The treatment may need to be simpler and less monumental than in the main centres of the town; but apart from social and municipal reasons sufficient in themselves, the very principles of design require that our suburbs should not be endless, monotonous out-growths of the town but should group themselves as minor organic wholes around some centre which shall focus the local life, the local patriotism, the local industry and government of the community. Here may be grouped with effect the minor public and business buildings which, though perhaps not attaining to the monumental character of the chief buildings of the town, will nevertheless in scale and dignity be sufficient to dominate the smaller dwellings and other buildings of which the suburb will be composed. Opportunities will occur here for creating central features



taking the form of places, squares, broadways or whatever may seem most convenient under the particular circumstances.

Apart from these centres, the problem of suburban development acquires new difficulties as well as new opportunities from the need for a greater degree of open space in the neighborhood of dwelling houses. The element of design is specially needed in suburban streets. Too often on the one hand we see today endless, monotonous rows of houses, repetitions of some unit, uninteresting in itself and small in scale in relation to the street. On the other hand we have the equally monotonous streets of detached or semi-detached villas needlessly repeated, or—and this is almost worse—each different to a degree that dissociates it from any of its neighbors. We may have scattered building near enough to each other to destroy the ordinary beauty of the country and yet too scattered to give any sense of architectural effect, or to acquire any of the beauty one associates with the town. The distance between the buildings on suburban roads tends to be too great in relation to the height, and the street pictures either present long, straight, vanishing lines converging at some distant point, or a mere jumble of unrelated buildings on opposite sides of a wide road, meandering on without producing any definite effect at all.

To obtain a successful result it seems to me we must adopt the principle of grouping our buildings into larger wholes, creating larger units in the street picture, and of grouping our open spaces also into definite larger spaces at certain points. This will greatly help us in the designing of our streets and street pictures. No effect can be obtained by the mere compromise of scattering our buildings and dividing up our open spaces.

One of the first things for the town planner to realize is that in designing a plan he is laying as it were the foundation for and determining in the mass the future street pictures. The individual architect will be able to do very much to improve or to mar the result at which the town planner aims, but when once the town planner has laid down the streets and street junctions, has fixed on the shape of the places and settled the building lines, the individual architect must perforce build up in the main the street picture that is thus determined. So in planning it is necessary before deciding the exact lines of any of the roads to imagine clearly how the buildings are to come and how they will group. The Town Planner, after he has arrived at the general directions of his roads and the approximate positions of his centres, after he has arranged traffic facilities, drainage, water supply, and all the more practical considerations, must work out his building lines and his street pictures, must have his important buildings placed and the vistas leading up to them arranged before he can give the final form and exact lines to any of the details of his plan. Indeed, the grouping of the buildings is so much more important to the final result than the kerb line of his street or the fence line of his plots, that he will find it wise very largely to design by building lines rather than by road lines. It will be wise to study carefully the work of many of the German town planners: they have much to teach us. Modern town planning in Germany has already passed into a new and distinct style and has left behind that practised in the latter half of the 19th

century. That style of town planning was altogether too much dominated by the idea of creating short cuts from everywhere to everywhere. It was geometrical in form and hard in line, and much of it while having the defects of rigid formality for want of any appreciation of balance, proportion or symmetry missed entirely the beauty which is associated with the best formal design. But an entire change has come over German town planning during the last ten or fifteen years. Camillo Sitte carefully studied the forms of medieval German and Italian towns, the beauty of which was generally acknowledged, and he pointed out how much of it sprang from the way in which the buildings grouped into street pictures. He pointed out how this line was due to certain principles which he carefully illustrated in his book "*Der Stadtebau*," and which he considered were to a large extent consciously followed by the builders of medieval towns. To what extent the picturesque beauties of Nuremberg, Rothenburg, Verona, Florence and a hundred other cities of the Middle Ages were due to conscious town planning, and to what extent they may have resulted from an instinctive following out of a splendid building tradition, we need not at the moment stop to consider. Certainly the picturesque result is evident enough and Camillo Sitte's analysis is good reading. He lays great stress on the importance of frequently closing vistas and on carefully planning of open places, so as to produce a comfortable sense of enclosure, and a continuous frame of buildings. Whether due to instinct or to conscious design, the extent to which the plans of many medieval towns seem to accord with these principles is certainly remarkable. His influence and that of his followers has revolutionized town planning in Germany, and I am inclined to think that, for the time being, the German town planners have become so much absorbed in the principles which they think produced the picturesque medieval towns, that they have perhaps forgotten that the picturesque is by no means the only effect which it is desirable to produce in town design; and, moreover, that it may be an effect which depends for its success on a slower natural growth and a more pervading tradition of building than is at all attainable under present-day conditions. It will be found, however, that many of the principles of design which have been worked out by this school of town planners will be equally applicable to a more formal style of work, and that a study of these principles may go far to help up to avoid the monotony and lack of real grouping in the street pictures which characterise so much of the regular and symmetrical town planning of both the past and the present time, such as may be seen, for example, in many American towns.

I have said that our work must be based on first providing comely dwellings for our citizens; let me finish by referring in somewhat greater detail to the planning of residential areas, and particularly those devoted to cottages and buildings of moderate size.

The first great reform that is needed here is the reduction of the number of houses, and of the amount of building generally, to be erected on each acre of ground. It is common to find 40 to 50 houses erected on each acre of building land, and most urban building by-laws permit this to be done; yet no such number of houses can be

erected without gross overcrowding of the area. Garden space is impossible and the children can have no where to play but in the street. The number must be greatly reduced if satisfactory suburban development is to be secured. For cottage dwellings the desirable number of houses to the acre is probably round about 12. At any rate the number should probably lie somewhere between 10 in comparatively outlying suburbs, and a maximum of 20 in the nearer suburbs of towns. We must not lose sight of the fact that reducing the number of houses to the acre will not of itself tend to increase the amount of expense involved in providing roads, gas, sewers, etc., for each house, although the development must necessarily be spread over a much greater area for a given number of houses. The matter is more one of frontage than of area of building plot where the roads are so planned that practically the whole of the frontage is available for building purposes. Quite apart from the number of houses to the acre, the frontages provided for buildings of different size need to be increased if the houses themselves are to be properly designed. The effort to reduce frontages to a minimum in order at once to reduce the cost of road per house and to crowd the maximum number of houses upon a given area has evolved a type of plan characterised by long, projecting additions at the backs of the houses, which additions have, during the last century, tended to grow longer and longer and nearer and nearer together.

I consider that for proper planning the frontage allowed should be not less than 15 or 16 feet for cottages having two bedrooms on each floor, and from 18 to 20 ft. for cottages having three bedrooms on the first floor; while for parlour cottages there should be 20 to 23 ft. for an east and west aspect and from 25 to 28 ft. where the aspect approaches due north and south, for in that case it is desirable that both the main living-rooms should be on the sunny side of the house.

The question of aspect is very important in the laying out of roads for cottage building. Speaking generally and where the planner is not in a position to secure special types of plans, roads running due east and west and affording, therefore, due north and south aspects to the cottages, should be avoided as much as possible; and where it is not possible to avoid them, provision should be made in laying out the building plots for sufficient frontage to each house to allow for all the main living-rooms being on the sunny side and not on the north side.

In planning the streets and arranging the building lines to avoid both the monotony and the somewhat scattered appearance which often results from the wide space between the buildings, some definite variation in the building line may be arranged; the street picture may be framed and a sense of enclosure at the end produced by here and there bringing the buildings close up to the street line, and also by breaking at intervals the direction of the road, so that the street picture may be closed definitely. On curved roads also good effect may be sometimes be produced by designing the building line on definite lines, independent of the line of the curve. This will sometimes enable greater interest to be introduced into the convex side of the road, and will also enable the picture formed down the straight

portions of the road to be more satisfactorily closed at the angle. Another very important point to be watched is the treatment of corners and street junctions; each one of these should be carefully planned to produce some definite effect. Sometimes local by-laws render the turning of a corner with a continuous line of building very difficult; but even where this cannot be managed, care in the treatment of corner sites will suggest many ways of improving the grouping of the buildings. It is sometimes possible to carry the buildings round in the form of a hexagon or an octagon, so grouping them that the views from some of the streets are terminated by buildings opposite, while the views from the junction are suitably framed. In this way also some open space, which is very valuable for traffic considerations, may be left around the junction, where by-laws will permit; and where they will not permit, it would be well to agitate for their alteration.

The street line may be very pleasantly varied by building some of the houses round greens, thus opening out the street at certain points. It will be found that very simply designed buildings erected round three sides of a green or open space will acquire a dignity and sense of unity which would be quite absent from the same buildings erected in a long continuous row. Where groups of small houses belong to one owner, or, better still, where they are built by some of the co-partnership societies now springing up, it is possible to make provision for the common enjoyment of these greens and so to provide for the cottager tennis courts, bowling greens, skating rinks, play grounds, etc., which they cannot hope to secure on their own plots.

I must not here enter into the social opportunities which are opened out by some small degree of co-operation in the owning and enjoyment of small houses, but I cannot forbear to refer to the great value, from the architectural point of view, of such common life and common enjoyment. So long as the architect's aim must be to secure the maximum amount of separation and detachment for each cottage and villa, surrounding every scrap of green with high walls or fences, little total effect is possible. But I look forward to the time when the gradual development of this co-operative spirit will become in the greater wholes of our towns a more extended civic life, and will give opportunities for expression in a greater harmony and unity of effect, so that it may again become not only possible but natural that our towns should express in the beauty of their outward form the intensity of their civic life.

## SOME OBSERVATIONS ON THE BRITISH TOWN PLANNING ACT.

By THOS. ADAMS

Town Planning Assistant to the Local Government Board, London, Eng.

Our Town Planning Act in Britain has for its object the securing of amenity, convenience and better sanitation, in regard to all land that is not built upon or is in course of development. I want to direct attention to the great distinction there is between the object of that act and the land to which it applies, as compared with the objects of city planning as they are often understood in Canada and Germany. City planning is comprehensive enough to cover all civic improvements; but in our own particular case we have come to realize that the most immediate and most practical task is to deal with the land in our suburbs where we can prevent the growth of the evils that have already developed in the centres. We must continue to conceive and carry out reconstruction schemes in the centres of population, but that can only be done by a slow process of evolution, and as we succeed in overcoming the prejudices of the ratepayers. Reconstruction schemes cost large sums of money, and the ratepayers have to be educated to approve of the expenditure. On the other hand the control of new development, i.e. the prevention of the necessity of reconstruction schemes in the future, and the proper planning of new areas can be carried out at trifling cost, and probably with an ultimate saving to the ratepayers. We shall continue to do what we can in Britain to cure the evils that have grown up in the city, but in the meantime we have determined not to let these evils be created in the future; and therefore the Town Planning Act in Britain provides that land that is in course of development or land that has not yet been developed may be developed so as to secure amenity, convenience, and proper sanitation. As a rule the Act can only be put into force on the initiative of a local authority or owner, and it is hoped and expected that it will in time be applied to all unbuilt upon areas.

There are some people who would say: "But you should have had these powers fifty years ago to do any good! it is too late now." But in Canada you believe that your cities are going to double themselves every ten or twenty years. Even in Great Britain, where our cities may be of somewhat slower growth, every fifteen years, according to a statement of the President of the Local Government Board, 500,000 acres of land are covered with houses, factories, workshops and other buildings. Now, that is a very important fact. The Town Planning Act provides that in the United Kingdom the authorities may secure that every fifteen years we shall have 500,000 acres of land town-planned. The area would be very much larger if we include

land that "is likely to be developed," as well as land "in course of development."

That shows you that the Act has enormous scope.

Moreover, in Greater London alone during the last thirty years we have built 550,000 houses on land which in the past has not been regulated by any town-planning act.

Now, what does the town-planning act propose to do? I have said that the initiative will usually rest with the local authority, whether city, or urban or rural district. If Winnipeg happened to be a city in the United Kingdom, it would have to come to the Local Government Board in order to get a loan to build a public hall, or lay a sewer, or carry on some of those public activities which at present it can do on its own responsibility. The Board would have to make inquiries as to whether the scheme proposed was satisfactory in its technical details and the expenditure judicious. Similar powers of supervision are exercised by the Board over town-planning. If this city decided to apply for permission to prepare a town-planning scheme a public inquiry would be held into that application; and one object of that inquiry would be to try to harmonize the often conflicting interests of the real estate owner and the municipal authority as well as (a very important point which will equally appeal to you in the Dominion) the conflicting interests of two adjacent authorities. Authorities in this country are not altogether free from friendly rivalry.

The question of the co-operation, first of all, between the authorities and the real estate owner, and, secondly, between two adjacent authorities, is very important; and provision for this co-operation is made in the Town Planning Act. Co-operation of this kind is very difficult; because it usually means a sort of compromise in which one side gets the best of the bargain.

We have discovered in England that the owner gains by proper planning and I am sure you will soon discover it here. In new countries it is difficult to get an owner of land to submit to any restriction of his claim to use his land as he chooses. But I have seen American estates laid out under restrictions which make those who erect homes submit to the character of the fences being prescribed for them, to their plans having to go before an architect, and to a number of restrictions that you might call arbitrary; and these people who do so are able to pay \$4,000 and \$5,000 per plot and build houses from \$10,000 to \$20,000 apiece. They are the very people who could afford to say, "I am not going to have any one interfere with how I am going to lay out my land or how I am going to deal with the trees or the fences, or how I am going to build my house." No doubt there are examples of a similar kind in Canada. If you once have it established that this class of owner is prepared to submit to regulations in the interest of the general community, then you could surely find a practical way to enforce the same principles in regard to the poorer grades of owners and tenants who have not the same power or desire to object. I see no real difficulty in applying town-planning restrictions in this country as easily as we can in Britain without injury to your love of individual liberty, which I assure you we appreciate as

much as you do. Of course, we have to begin by recognising that our claim to liberty is not a claim to interfere with the liberty of others.

Under the British Act the owner is allowed to claim compensation for any injury suffered by his property as the result of the town-planning scheme; and the authority may claim betterment for any value which accrues to his land as the result of the scheme—that betterment being half of the value which accrues—so that you see you have the operation of what you call “excess condemnation” on the one hand, and “benefit” on the other. You pay him compensation for what injury he receives, and you secure half of the benefit which his property derives. But observe this important provision: once the local authority submits its application to the Local Government Board for the right to prepare a scheme, no individual owner, can enter into any contract, or deal with that land in any way which contravenes the scheme, and thereafter claim compensation.

By this means you stop undesirable development as soon as you have carried out the preliminary steps to have your land town-planned; any you stop what might be called bogus claims for compensation. Moreover, no claim for compensation can be made on the ground that the authority wants to limit the number of houses per acre so long as the Local Government Board is satisfied that the limitation is reasonable in the interests of amenity. Birmingham, a city of nearly a million inhabitants, has applied for authority to prepare schemes for over 3,000 acres of land, and in both of the areas affected it desires to limit the houses to be erected on each acre to something between ten and fifteen over the whole area.

The Act also provides for the control of the character of the buildings to be erected. It may allow areas to be defined for certain purposes, such as that a certain portion shall be manufacturing, or that another portion shall be residential, subject, of course, to conditions regarding compensation to owners.

That is a brief description of some of our new powers in Britain, and at this stage I shall not weary you with further details, but commend those who are interested to read the Act and the Local Government Board town-planning regulations for themselves.

This problem is not one to be sneered at because it happens to interfere with the rights of those individuals whose sole object in owning land is to make money out of it. We must protect those rights; because it is necessary for the general well being and commercial prosperity of the Empire; but it is neither in the private nor public interest that they should be allowed to overlap with the right of each man, each woman and each child to secure the decencies and necessities of shelter or even to interfere with that desirable wedlock with nature, divorce from which eventually brings about corruption and ruin to the nation that encourages it. It has been authoritatively stated that in England 50 per cent. of our total pauperism, more than 60 per cent. of the cost of providing for that pauperism, much lunacy, and a great deal of our crime, is due to sickness; and a great part of that sickness is brought about by the conditions in which the

people live. In other words, there is nothing more costly than bad housing conditions, and to improve these conditions is to effect an enormous saving to the public purse to which we all contribute. Whatever quibbles may be brought against the movement to spread the people and give them decent homes do not neglect this side of city planning, but proceed with it side by side with your fine schemes to create civic centres, beautiful parks, and play grounds. Let it be your object to plan and beautify the slum districts as well as the suburbs of the well-to-do, the east end as well as the west end. Improve the environment where the slum dwellers live. As I have said with reference to your great American neighbor, if you don't give your attention to these matters, the physique of your people, their intellectual calibre and their moral strength, will be lowered and weakened; as they will, so will you lose the very qualities that are building up the strength of this great Dominion. In conclusion let me quote some inspiring words spoken by the President of the Local Government Board at the opening of the Conference of the Royal Institute of British Architects in October, 1910.

“I do not think,” he said, “that the effect of good environment of fine buildings, of pleasant homes, upon the character, temperament, will, disposition and energy of the people sufficiently dawns upon the average citizen. Cities are not only emporiums for goods, centres of commerce and trade; they are something more than a mere cash-nexus; they are places where utility, comfort, and beauty can be and ought to be combined, so that the passer-by can, from what he sees, feel something to which his sense of beauty and of domestic comfort can respond all the better for having lived in and seen beautiful buildings every day of his life, places which by their beauty, their amenity, their grace, and, above all, their greenery, create a joy in life which we Britons sometimes lack, and give a spacious leisure in idle moments, when study wants a respite and honest labour requires a pleasant rest.

“ \* \* \* So long as casual labour broods in squalid lairs, in sunless streets, and ugly dwellings are its only habitation, we shall continue to turn out nervous manikins instead of enduring men. Motherhood, childhood, youth, society, and the race demand the demolition of the soul destroying slums. \* \* \* The mean street produces the mean men, and the lean and tired women, and the unclean children \* \* Let every nation with its own character, individuality, climate and physical structure go to work and copy nobody.

“ \* \* \* Plan the town if you like, but in doing it do not forget that you have got to spread the people. In the light of some continental experience that wants driving home. Plan the town, but spread the people. Make wider roads, but do not narrow the tenements behind. Dignify the city by all means, but not at the expense of the health of the home and the family life and the comfort of the average workman and citizen. \* \* \* If you do this, we all of us shall be rewarded by the betterment of our towns, the beautification of our streets, the improvement of our suburbs. We shall have made one step forward to still further elevating, improving and dignifying the life of our citizens.”

## THE TENEMENT HOUSE QUESTION

By DR. M. SEYMOUR, REGINA

Commissioner of Public Health for Saskatchewan

### *Tenement Houses.*

The rapid growth of cities at the present time makes the need of proper town planning, as well as the enactment and enforcement of sewerage systems; it will also help to improve the artificial conditions which living in cities brings about.

Among the important features to be considered in town planning are those connected with sewerage, sewage disposal, drainage, water supply and lighting. In preparing the plan of any of these, the physical character of the district must be carefully studied, as the general plan of a town or city affects very materially the economical as well as efficient design of pipe lines. In many cases it is necessary to resort to costly construction and the installation of expensive appliances in order to overcome difficulties, which, a little foresight in laying out of the town would have avoided.

As the selection of most of the townsites in this country is in the hands of the railway companies, it would be well to interest them in the importance of considering the above mentioned questions. Frequently the procuring of an immediate water supply seems to have been the only consideration in the selection of a station site, which becomes the starting point of a town. The neglect of taking into consideration the physical features surrounding a station is apparent in a number of instances where towns are located in the midst of sloughs, affording more suitable living conditions for flies and mosquitoes, than human beings.

As the town grows, epidemics of typhoid break out, as is always the case where many people live without adequate facilities for the proper disposal of sewerage. This has been, and is still, a most serious question in the prairie provinces; it can only be remedied by the installation of sewers and the procuring a supply of good water. The importance of streets and lanes of sufficient width is becoming recognized. In Saskatchewan the act governing the survey of townsites provides that no street shall be less than 66 feet and no lanes less than 20 feet in width.

Many municipalities are taking advantage of the wide lanes, in having their water and sewer mains, lighting conduits and poles, as far as possible, located on the lanes, thus reducing to a minimum the amount of excavating on the streets, as well as eliminating the electric poles.

### *To Preserve Health.*

Town planning is an effort to control town development with a view of providing health, convenience and beauty. This movement is destined to have a very beneficial effect upon the health and happiness of urban population.

This movement will be very much in the interest of this prairie country where in the past too many of our towns have been allowed to grow in any hap-hazard way without any thought as to the formation of industrial or residential areas. This not only hampers trade, but interferes with the development of that quiet and beauty of surroundings which should be prominent features of home districts. That there is a need of the town planning movement is proven by the following: Eleven thousand men in Manchester, England, tried to enlist in the army. Eight thousand were rejected, two thousand were accepted for the militia, and only one thousand were taken for the army. Similar complaints are made of applicants at workshops and factories. With the possibility of an invasion ever before her eyes, it is not to be wondered that this defective condition of mankind is giving Britain anxiety for the future, both from a military and industrial standpoint. Investigation has shown that housing has a direct connection with the welfare of every individual. A national movement is consequently started to improve the house in which a man is born, in which he lives and dies, in a belief that environment is closely connected with personal efficiency.

The building of houses, even in the west, has not kept pace with the demand, and it a difficult matter for men to find decent housing within their ability to pay. This condition leads to overcrowding and the development of slums. We already have bedrooms doing double duty, night and day. No sooner do the night sleepers leave than the beds are filled once again. Overcrowding, as has been well said, is almost synonymous with slum. Godfrey of Boston says: "It has been proved that the various barriers by which the slum holds its people are not long necessary. By imperceptible but rapid degrees its denizens sink into apathy and develop that strange malady of the great modern city, the "slum disease." This is an infection productive in infections, a contagion which, as it spreads through the slum, creates new slum dwellers as it passes, leaving its victims stricken with inertia, slothfulness, drunkenness and criminality. Marvelous it is, and worthy of high praise, that so many escape these characteristics. Let them escape or not, one and all suffer equally in their lack of resistance to disease. Malnutrition, bad air, and over-crowding swell the columns which tell of tuberculosis, pneumonia, diphtheria, and every kindred disease. The slum is the great culture medium of civilization, wherein huge cultures of disease are growing, ready when ripe to rise and sweep the city streets."

The ideal to be aimed at in tenement and apartment house planning should be to obtain for every room an adequate opportunity for the admission of air and light, if possible direct sunlight at some hour of the day, with the added precaution of only building upon such a percentage of the available ground as will ensure the mainten-



ance of these conditions. In addition, legislation limiting the number inhabiting such apartments is desirable.

In these days of easy and rapid transportation, there is less excuse than ever for congesting housing conditions and the accompanying evils. This is particularly true in most of our western prairie cities where nature has placed no obstacles such as hills and rocky shores to limit expansion; under such conditions a narrow 25 ft. lot, in otherwise desirable residential districts, is indefensible.

One of the most objectionable types of tenement house is that known as the "one-room apartment." The necessity for regulations controlling the erection of tenement houses was made manifest recently in Regina where a company endeavored to obtain permission for the erection of a tenement block, consisting practically of one room suites. The plans show a building of three floors, the basement floor being only partially underground. The suites consist of one fairly large room, which would have to act as living room, dining-room and bedroom. These are provided with windows to outside air. Each of these rooms has in connection with it a very small kitchen, only 7 feet by 6 ft., and a bath and toilet room of same dimensions. The bath room has only borrowed light, and although the specifications call for some sort of artificial ventilation the principal ventilation of this toilet room would be directly into the living room. The regulations controlling the erection of tenement houses in Saskatchewan do not allow of this sort of a building, as past experience clearly proves that this is the sort of a building which soon develops into a slum. This building provides for housing 40 families, occupying a space of 100 x 125 feet. It would be quite impossible to prevent overcrowding in a building of this character. The prospects of this block being a money-maker made a certain number of people very determined the building should go on, and my refusal to assist in their money making scheme at the cost of the health of the occupants met with a lot of opposition from those interested.

MR. EVANS: The last paper, by Dr. Seymour, has been very interesting and it is a very good thing for us to know that in the Province of Saskatchewan, as well as in the Province of Manitoba, there are men who are conscientiously taking hold of problems of this kind, and we have in the last remarks of Dr. Seymour additional point given for the necessity of the education of public opinion. There are many medical men in every district who know what is right and are prepared to do it if they can, but it is very difficult unless they are backed up by public opinion, and it is our duty as citizens to give all possible support to experts who are working on this problem.

## HOUSING AS IT AFFECTS THE COMMUNITY

By MRS. ALBION FELLOWS BACON

Secretary Indiana Housing Association, U.S.A.

No one comes to a Town Planning Conference more eagerly than the Housing Reformers. We come from the reek and grim of the slums that require so much of our effort, to wander down your inviting streets, to gaze upon your uncrowded buildings and to enjoy your noble views. We, the "Slaves of Things as They Are," feel more keenly our iron limitations when we visit you, the Gods of "Things as They Ought to Be," and see you, Titan-like, playing at chess with mills and towers, hills and streams.

Yours is a work of creation for the future. Until the slums are all wiped out, a large part of our work must be to repair the wrongs and mistakes of the past, and remedy the ills of the present. Even our work for the future must be largely the prevention of ills, for Housing Reform, as we are allowed by law to work it, means the remedy, the cure, and the prevention of slums.

Enormous as is this undertaking, it is safe to say that few Housing Reformers, starting out in the work, realize just how they are to be restricted. Driven into the work by our horror of what we find in the slums, sickened by their sights, smitten by their dingy, dreary ugliness, we wonder how the child of the slums can ever have a pure or noble thought in such an environment. We dream of destroying the vile tenements, and of giving in their place, cleanliness, comfort, convenience, sunlight, flowers, in short, "beauty for ashes." We find that Housing Reform can be accomplished only by means of strong laws. That, while our philanthropic enterprise may be able, here and there, to plant a garden spot, our main effort must be in rooting up the noxious weeds that choke our civic and social life. We find, too, much to our disgust, that, in the majority of cases, the buildings that affront us cannot be torn down, but, with certain alterations, will be left standing in all their ugliness. We lose, early, our hope of view or outlook, glad if we can get a full breath of air from any side. We find that we may require by law, only what is necessary for public health, public morals, and public safety, the barest necessities, the merest decencies. These we figure up to be mainly, light and air, water, sewerage and drainage, necessary repairs, fire protection, and the privacy which saves each family from being invaded by others. Bringing these down to actual terms, we require certain spaces of a lot to be left vacant, to allow for the necessary amount of light and air. We require at least one window in each room of a tenement, and fix

the minimum dimensions of rooms, to guarantee air space. These provisions we draft (in writing laws) with a frowning builder at one elbow, a belligerent landlord at the other, an indifferent public at our back, and an uncertain legislature to face. We make these requirements as low and meagre as safety allows, and then fight to get them, fight to hold them, fight to have them enforced. We can but think Town Planning would save us the struggle over the most bitterly contested point, namely, the amount of space left vacant on a lot.

You may be surprised, as we were, that, in this day, in this country, with its vast, unpeopled spaces, we should have to struggle so fiercely, not only for a few feet, but even a few inches, of space on our building lots. Suffice it to say that the supposed right of the landlord to build over his entire lot, and to borrow his neighbor's light and air, is as bitterly defended in our little towns as in our great cities, notwithstanding the absurd difference in values. This, of itself, shows the urgent need of the Town Planner in this country. To those who, from the Old World, visit our shores, who note its unbuild wastes, its illimitable fields and forests and the newness of its scattered towns, it must seem as if there is great need for the Town Planner but that the Housing Reformer ought not to be necessary. So many have believed, and so, unfortunately, our own people have thought, if they have thought at all upon the subject.

"How could we have a Housing Problem when we have no slums?" Our people said. "And who ever heard of slums, in this country, except in New York and Chicago? To be sure, we had our poor, but not very many of them, and they were not very badly off, indeed, much better than they were in the old world, whence some of them came. Yes, they did live in old houses, but it was their fault if they were dirty and tumbledown. They ought to fix them up. It was plain they liked to live that way, and they deserved no better. But as to slums, that was absurd. Only great cities had slums." So our people went on, building, crowding, "booming" their cities, reaching out with both hands to draw in new industries and new citizens. Yet the citizens they had were not all provided with houses, and there was no place for the new comers; their natural resources were going to waste, the heart of the city eaten out with ruin and decay where the poor, in their business district, hid away in rear tenements, filthy dens, and stables. Here, filth bred disease, and darkness bred immorality. Poverty hid within a block of the city buildings, a stone's throw from their churches, around the corner from their handsome residences. And we could not see that we had slums. Our cities called aloud to the home-seeker to come to our "city of homes." And when the working men came by the hundreds, they had to take shelter, with their families, in the already overcrowded quarters of the poor. And this has been the outrage of our American cities, in their mad scramble to get rich quick, and get big quick. "Not many poor," our people said. We have not found the city, the town, the village, that knows all about its poor, how many they are, or where they live, or how they live. We have not found the community that knows how much poverty and vice and disease is bred in its hidden haunts, nor how much they cost the citizens in "dollars or deaths."

It was many years after New York City had fought its "Battle with the Slums," long after Chicago had passed its tenement law, and a number of our eastern states had taken up the fight, that Jacob Riis went through our land crying aloud, "Head off the slums." Like a prophet of old he foretold the destruction of our cities, and the danger in our midst. "Fifty years ago," he said, "the slums of New York resembled those of our larger western cities today." Then we awoke to the truth, just a few of us, not all, and set about to awaken the others. Our first step was to find out the actual facts about our slums. The result of this investigation may be anticipated. We know now, as it was not so well known then, that every one of our states has a housing problem, just as every country has. Reports show that not only all our great cities have slums, but that they exist in almost every town and in many villages. So, when we started on our search for slums, we found them on every hand. We found them hidden away behind respectable fronts that we had passed daily, unsuspecting. We found wretched blocks and rows of tenements, in every stage of neglect and delapidation. We found people living like cattle in wretched hovels, or shacks, on the outskirts of the towns. We found block on block of "detached" or single dwellings, dingy, unpainted, flimsy, with no provision for sanitation, comfort or convenience, in just as bad condition as the tenements. Some of the conditions that made most against sanitation were present everywhere though each locality had its own peculiar drawbacks. In the larger cities, naturally, we found more dark rooms, and more tenements. In the smaller towns we found few houses built for tenements, but we found many old "converted houses," where a number of families had seized upon an old residence, and had made a slum quarter of it. In some places we found from ten to twenty workmen occupying a small cottage, changing off from a day shift and a night shift. Here it was the custom to bury garbage in holes in the yard. In some towns we found a regular defined poor district, often on the edge of a town, where the poor lived in hovels and huts. In most of the towns we found the poor living in the upper floor of warehouses, and over stores, the middle room being windowless, and used for the sleeping room. These apartments are rough and unfinished, with no possibility of being made homelike. Some of the poor were found sharing a stable with the horses and mules. Others were found living in filthy alley hovels, herded together like cattle. In one alley the police made a raid, after a fight, and discovered negroes and whites sharing vile, unlighted rooms, full of bunks and cots, and carrying on every form of vice.

The lack of water, drainage and sewerage is one of the worst features of our slums. It is a rare thing to find a hydrant in any of these dwellings, rarer still to find an inside water closet. Crude and filthy sheds in the rear yard cover foul smelling cess-pools, and these are used by a number of families. In some towns, the old fashioned cistern is found, with an open box top, instead of a pump. This, of course, give free access to dirt and trash, and draws in the seep water from the surrounding yard where the suds and dishwater are thrown, as well as the leakage from the old cess pools. And this is not, in many instances, due to a lack of ability on the part of the owner to make water and sewerage connections, for even when the mains are

at hand, in the street, no effort is made to make the connections. Indeed it requires a hard battle to enforce it.

Numberless instances are reported of families carrying all their water one, two, and even three squares, and then carrying it up several flights of stairs, to their tenement room. In most cases, a number of families share one cistern, and we found as many as ten families using out of one cistern, for washing and cooking. No wonder their clothing is always a yellow-gray. No wonder one of the poor women washed her baby in the bluing water, in a spirit of saving. No wonder, when the open cistern, full of floating trash and seep water, furnishes the supply of drinking water, typhoid reaps its deadly harvest. In some localities the situation is complicated by hordes of foreigners, "Hunyaks," as they are called. These, unable to speak English, and thus protect themselves, crowd into houses that have been let and sub-let, and which they take at an outrageous price. Here they are found, 10 to 17 in two rooms, eight or ten in one room, cooking, eating, sleeping, all together. Too often that room is windowless. Eleven hundred absolutely dark rooms were found in one of our cities, to the amazement of all, especially those who said they had "no slums." In the same district were found rear tenements, built on the alleys, close to the overflowing sinks of the front ones, whose odors compelled the windows of the alley houses to be kept shut, night and day. Yet sewer mains were close at hand, and the trouble was unnecessary. In these tenements, crowded by the foreigners, where three prices are paid for dark, windowless rooms, foul air and polluted water, one can imagine the filth, the odors, the germs, the wretchedness and misery. The danger of pestilence is appalling. In one place a slum village was found, built upon the dumps, and inhabited by rag pickers and their ilk. They had put up rough shacks, each for himself and family, built of refuse tin, wood, scraps of iron, etc. Each family had one room, with no conveniences, living partly off what the produce man discarded. Here washing was brought from the town across the narrow river. The people of the village walked the streets of that town, were entertained in their pails, subjected their citizens to every kind of contagion, moral and physical, but were not interfered with, because "they were used to living that way." One strong distinction must be made between the slums of a great city, and those of the smaller ones. In the latter everything is present that is found in the great cities' slums except the "land congestion," that one horror that the Town Planner puts out of the range of possibilities. Though the danger of "land congestion" is steadily coming nearer all of our cities, with many of them it is still remote. Note, then, the realities of slum conditions that can be found without it, and are utterly independent of it. We have found typical slum dwellings where not less than a whole acre of land surrounded them. To be sure, sunlight and air were plentiful—on the outside—but all the other conditions, and the family within, would have disgraced a New York row. In fact, we have found dark rooms in such houses, as strange as it would seem.

The real horror of the slum of the smaller town is "room congestion." The "converted house" which we have mentioned is most

often a residence that was built for one family. With one stairway, one cistern, and one yard closet, they are often seized upon by eight or ten families, one to each room, who use all these conveniences in common, men, women and children together. Too often the stairs and the hall are dark, and so is the yard, and the inducement to immorality is extreme. The crowding of one family into one room gives the worst cases of room congestion. We have even found two families in one room. Often there are visitors, sometimes boarders. When the beds, table, chairs, cook stove, wash tub, "safe," and the family itself, of from five to ten persons, are all in this room, the term "congestion" is well applied. The worst trouble is not in the insufficient air, for so many persons. It is in the fact that there is no privacy, that every function of family life goes on before the little children, that growing boys and girls have no chance to know what modesty, or even decency, means. We are assured, by one who has kept note of these things, at our State's prison, that almost every case committed there for assault may be traced to these places where people are herded together. It is impossible to have any home life in these wretched places, where there is no privacy, no comfort or convenience, and where there is such crowding. The uniform condition is dilapidation. Scarred walls, rough floors, broken windows, open woodwork where soot and dust pour in and vermin and germs find a retreat, combine to make an interior so uninviting that it is small wonder if the boys and girls prefer to roam the brilliant streets, and the men go to the saloon. The odor of the garbage, and of the sour, sodden yards, as well as of the cess pools in the rear, make the overbreathed air intolerable. The presence of the stove where the family cooking is done adds to the discomfort of the room, especially in summer, and makes it very bad for the babies, who wail through the hot nights, sick, too often, from the polluted water they are given out of the open cisterns. And this is not an occasional case, for hundreds, thousands of families live under just such conditions, in one room. Where the family has two rooms, or even three, the sleeping room is sometimes windowless, and infant mortality as well as tuberculosis is given all the encouragement possible. The investigation of bad housing takes one up rickety stairs, through pitch dark hallways, up into rough garrets, down into mouldy reeking cellars, through vile alleys, and, sometimes, up over business houses, where one would never dream squalor could exist. The investigator comes away with a collection of records and photographs, cold and colorless. But in his heart is a hot indignation; and in his mind a vivid picture, seared so deep that it can never be obliterated. For where is the investigator who, looking at the leaky attic roof, does not see beneath it the burning eyes of the child with pneumonia fever; upon whose bed the icy rain had poured? He sees, after he shuts his eyes at night, the poor woman dying in the little, stuffy, close dark room, without a window. He sees the pinched face and claw-like hands of the baby, moaning in its mother's arms, too sick to cry, with dysentery, from the foul water in the cistern. He sees the group of children, huddled in an upper room, because the yard below is so full of trash and refuse they cannot play in it, and hears the mother plead, "Don't send the health officer, or the landlord will get mad and put us out, and I'm a widow, and it will go hard with me."



So, with the sights of the slums before us, with their odors clinging to us, and with the ache of the misery of the poor in our hearts, we despair of telling the story of the slums to the public, so that they will be moved to wipe them out. We can only implore people, "Go and see for yourselves." Alas, the general public is like the lady who went once, at our request, and looked and sniffed, and lifted up her dainty skirts, and went away, refusing to go again, because "It made her so blue." And the public must be made to know and to feel what these things mean to the poor, and to the working men's families, too, if we are ever to get rid of the slums. The trouble is, these things don't touch the men and women who might do most to help them. We might wish that these builders and owners, those members of councils and legislature who do most to oppose housing reform could spend one August night in our stuffy, close, windowless tenement rooms, or in one of the alley hovels, where the reeking garbage piles and horrible yard odors are at their worst. This, we believe, would bring reform. But, as such methods of instruction are not likely to obtain, we must continue to depend on the pulpit and the press, and, with the moving picture, bring an odorless and colorless slum to the public that refuses to see the real thing. The conditions we have been reciting were all of them found in one state. Reports from other states show that similar conditions prevail, all over our country. To be sure, they vary, from villages of adobe huts, on the Mexican border, to the many storied tenements of our great cities. But the reports all tell the same story of poverty, neglect, human misery, human selfishness. They tell the same tale of ignorance, the pitiful ignorance of the poor, the selfish ignorance of society, the blind ignorance of the business world, that is just now beginning to learn that slums do not pay. They repeat the stories of the slums that have come down from the earliest days, when the burden of the Hebrew Prophets was the oppression of the poor, and civic abominations. And whether in Peking or Paris, Loudon, New York or San Francisco, the story of the slums brings out the same sad lessons, and we find the problem of Housing Reform is much the same.

We have not pressed the comparison to your own country, but we know you will not hesitate to do this. With the growth of your cities, with the tides of immigration that bring so many helpless thousands to you, as to us, you share with us the great problem of adequate housing. You have, too, the problem of housing reform that waits on all towns, as age and deterioration steal upon them, and as the poor seek a harbor within their gates. You, however, have learned, better than we have, the value of the workingman as an industrial and commercial asset, and will not suffer his health to be broken down or his life sacrificed in unsanitary dwellings. You realize the cost to the state of poverty, crime and disease, and appreciate the bad business policy of abandoning vast areas of a city to be breeding places of paupers and criminals, the hotbeds of pestilence.

Our people are not apt to get wildly excited on the subject of public expenditures, but we have pressed home some of our discoveries that touch them in a vital place. When we found the children of the slums in the same room, at the public schools, with children of the

best families, the mothers and fathers listened more attentively to the stories of slum life. This would not happen if all of our slum districts were set apart, in our towns. But it is the case, in many towns, that the slums are scattered, a miserable block here, a dingy row there, an old dilapidated dwelling, sometimes, with new houses, well built, on either side. Sometimes a slum district is hidden away, in rear dwellings, a few squares from beautiful residence blocks. So it happens that the child from the worst slums sometimes sits across the aisle from a child of wealth, and the moral and physical contagions of the slums, with their low language and standards, must all be feared.

The growth of tuberculosis has frightened some of our people, with the danger of germs brought home in washings, in bakery products, in sweat shop goods, or encountered on the streets and in public places. The fight against tuberculosis is helping the fight for better housing, and just lately in Cincinnati, O., more than 250 organizations have joined with the Anti-Tuberculosis League in a crusade for better housing conditions, putting 10,000 people into the fight. So, here a city and there a state, is taking up the fight for Housing Reform. Under the leadership of our Director, Lawrence Veillier, whose Model Law we hope to see adopted, state by state, our nation is awakening to its need for better housing conditions.

Gradually our people are coming to see that our social problems, our civic problems and our business problems are all tangled up with our housing problem. Our charity workers realize that the poor cannot be permanently relieved until their living conditions are changed. Social workers see that the wreckage of the slum is being piled up mountain high, faster than our churches can evangelize or our schools can educate. The best of our architects and builders are beginning to see that good standards of building cannot be maintained, unless there are laws to require them. Civic workers are coming to understand that, after all, our towns are mostly houses, and the "civic improvement" which contents itself with boulevards, parks, playgrounds and gardens, but leaves untouched its dilapidated tenements, the ugliest blot of all on civic beauty, falls far short of its opportunities. They have learned, too, that the class of citizens who are reared in the slums too often hang like a dead weight about the neck of civic progress, especially when they grow up into councilmen or mayors. But, most hopeful sign of all, there is dawning upon all of our people the significance of the home. The watchword of "Conservation" keeps before us the need of the conservation of the child, and this can only be achieved by the conservation of the home. In our own state we have taken "The Homes of Indiana" as our slogan in the housing fight. We have repeated to our people the saying of one of our own great men, who, years ago, thus expressed "social solidarity": "Whenever any little child suffers, or is in danger, my little child is not safe." It is to make all childhood safe, to give each one its birthright of room to grow in, air to breathe, and sunlight to blossom in, to give childhood the chance to be pure—dreadful words to say—that we are all working together to make the home what it should be. England has led the way, and we are ready to follow you, with our Garden Cities. Here will be planted the happy homes, and we would fain join with you in

your joyful planting. But we look out over the vast plains, where the cities already built lie like blots on the sunshine. Among the deepest of the shadows we see the white pinched faces of little children, who are stifling amid gloomy walls, where sunshine cannot enter, where flowers could never bloom. We see their grimy little hands outstretched to us, we hear their cry, and we cannot cease from our battle until they are set free.

## HOUSING AND TOWN PLANNING

By HIS ROYAL HIGHNESS, THE DUKE OF  
CONNAUGHT

Governor General of the Dominion of Canada

Ex-Mayor Evans occupied the chair and opened the meeting with the following brief address:

"Our congress is highly honored today by a visit of H.R.H. the Duke of Connaught and Princess Patricia. This visit is evidence of the deep personal interest which we know His Royal Highness has for years taken in the problem of town planning, and it will prove a great encouragement to us in our work in trying to prevent here the evils which tend to creep in in all centres of population; to rectifying abuses already existing and to lay deeply and broadly the foundations for the future which may be worthy of the possibilities of the humanity which we inherit.

"We are sensible of the very serious fact that humanity must follow in efficiency, in morals and in happiness, if material conditions under which that humanity lives are as favorable as they should be. There are in this congress representatives of the Mother Country, of the United States and of Canada. Speaking for Canadians, let me say, I realize that Canada cannot be as great as it should be unless that little part of it for which we may be directly responsible, has not municipally the facilities it ought to have, and as citizens of this great Empire we know that imperialism and patriotism in general is a vain thing, but it must show itself in building up the thing at hand. We cannot be true patriots of the Empire, neither of Canada, unless we deal seriously with the problems of health and aesthetics, which are involved in this congress.

## HOUSING AND TOWN PLANNING

*By His Royal Highness, the Duke of Connaught.*

Gentlemen—I can assure you that it is a genuine pleasure for me to be present at this meeting of the first Housing and Town Planning Congress of Winnipeg, which is, I believe, the first such congress to be held in Canada, and I trust that your citizens may be by your influence educated up to the importance of the various items of your programme.

Money and thought expended now while your city is young, and while whole districts are covered with buildings of a temporary character, will repay you a hundredfold in saving the great expense of remodelling the city when its buildings have assumed a more permanent character, generally. You already have a splendid city, but every city

in the world is capable of improvement. You must remember, however, that town planning is a special branch of art, and that before committing yourselves to any general scheme it is advisable to call in the best expert advice which can be procured; that of a specialist in this branch of art.

Any scheme adopted must be general—such as that which the genius of Baron Haussmann gave to Paris, and which made the French capital into such a beautiful city; a scheme which—long after the death of its author—is still being carried out in its entirety, and owing to which we now see broad boulevards still being driven through the insanitary rookeries of lower Paris.

In these days, when so many people are thinking solely of the amassing of wealth, numbers of them are careless as to where and how they live. We must try to discourage this spirit and make the public insist on the surroundings being beautiful as conditions will admit.

You must not forget that some of the problems which confront you are not to be permanently solved; the city is ever on the move. Where you have shot prairie-chicken your sons will transact business; where your fathers fought against Indians we are standing this morning.

The garden suburb of today is the manufacturing district of tomorrow; so you must look to it that your improvements keep pace with the growth of the city and at times even show an intelligent anticipation of such growth.

Furthermore, it is not sufficient to provide suitable and sanitary buildings. Many thousands of the working classes are far from grateful for being put into them. This phenomenon has repeatedly evinced itself in other great cities. You have not only to provide improved conditions of housing, but you have also to educate the working classes to such an extent that they will insist on living in a decent and sanitary manner.

If you can do this you will reduce the work thrown on the hospitals, and will contribute to the eradication of tuberculosis, which is so terribly prevalent in Canada. The public are notoriously apathetic and are slow to learn that tuberculosis is a preventable disease and that one of the first steps towards stamping it out is the provision of proper domestic conditions, of fresh air and of open spaces.

Before closing my remarks I should like to make a suggestion for your consideration. It is that a committee be appointed at this congress to consider either permanent organization of a national character, or at least such organization as may facilitate the holding of further congresses at intervals.

These congresses are of the very greatest value, enabling those attending them to exchange ideas and broaden their view of this important subject.

I hope many such congresses may be held in Canada, affording

opportunities for those interested in the subject to improve their knowledge, and rousing the interest of the general public in a matter which affects them closely.

It is not only the great cities which should be interested, but also the smaller and newer municipalities, for their towns stand as much in need of help as do the greater, and can be equally assisted by a congress such as this.

Your Commissioner's programme, which I have had before me, is a model of conciseness; it could not be improved. The next step is by constant repetition of that programme to the public, either in its existing form or in analogous terms, so that they may eventually realize and believe in what it sets forth.

It will be uphill work, but persistent energy is assured of ultimate success, and for that success my heartfelt sympathy accompanies the labors of this congress and of the Housing and Town Planning Commission of Winnipeg.

# THE ESSENTIAL ELEMENTS OF CITY PLANNING

By MR. GUY WILFRID HAYLER

Member Institute of Municipal Engineers and Royal Sanitary Institute, of London, England

The design of a city is in the main, an engineering one. The primary feature of any scheme concentrating a great mass of people within a restricted area, must be, that the highest efficiency is secured for all, by such lines of intercommunication from point to point as are the most convenient by being the shortest. This will be determined by the nature of the site and the disposition of the buildings, and will be the function of the Engineer to solve. The aesthetic features will then follow in the proper evolution of the scheme, and will fall to the Architect to design. Thus the Engineer and the Architect working together will give us utility and beauty in a scientific and artistic scheme of civic design.

The new City as conceived from the engineering, architectural, artistic and social standpoints will have provision for every civic want as far as can be possibly foreseen. It is no new dream, to so contrive, by means of well-planned streets, squares and boulevards to bring the industrial, recreative and residential portions of the city into one harmonious and systematic entity. It has been the ideal aimed at from the earliest times. Both Rome and Athens planned their colonial cities on orderly lines, though Rome and Athens allowed their capitals to grow in a fitful way. Paris and Washington in later times both built themselves up on a pre-conceived plan of development. Thus City Planning has throughout the ages had a chequered and loosely-connected history, and it has not been until more modern periods in the world's progress that the subject has been deeply thought about and placed upon a substantial basis. And in our own day we now see the wide appreciation of the Art of Planning Cities. The Australian Federal Capital, the Indian Capital of Delhi, and the wide extension of the Garden City movement in England and abroad, together with the various schemes of civic improvement in England, the United States, Germany and practically all the worlds' progressive countries, show that the new movement has come to stay. It is a movement pregnant with greater possibilities for establishing a better social life than any other social movement of our times. It cannot be neglected by anyone who wishes well for their country, because it is the logical basis of all social reform. The better house, the better factory, the better street and the better park are the *raison d'être* of City Planning. In the words of Professor Drummond: "Whether our national life is great or mean, whether our social virtues are mature or stunted, whether

our sons are moral or vicious whether religion is possible or impossible depends on the City."

The essential elements of City Planning need careful consideration, and though local circumstances of climate, materials, construction, nationality, temperament, etc., will necessarily differ in many cases, there are the broad principles always before us, and upon these, every civic design must be built.

The situation of a city is of primary importance, and it should be the first point of consideration. A good belt of surrounding agricultural land, a region of mineral wealth, a junction of highways, railways or rivers influence location, and with it the necessary conditions for growth and prosperity. The healthiness of the site is also of tremendous importance, for whatever engineers may do to make improvements it is surely a grave indictment against everyone concerned to proceed with the erection of a town on an obviously unhealthy site. In a new country, land is practically unlimited, and swampy or flooded portions or an imperious sub-soil will produce evils vastly in excess of advantages. It is essential that there should be natural healthiness, as well as the possibility of its artificial preservation when buildings and streets with population cover the area. First then, an abundant supply of good water at a sufficient elevation and within a reasonable distance. Second, adequate surface drainage for storm waters, and thirdly, levels that will permit of a system of underground sewers with a suitable outlet, and an area of land for the disposal of the effluents. Without these primary essentials no new city should be laid out. For though it would not be past engineering skill to overcome such difficulties the community would be saddled from the first with vast expenditures and the problem would become more serious as time went on. Several of the British Colonies have examples of such bad selections of town sites.

An Australian Town Planner, Mr. John Sulman, F.R.I.B.A., says, "Too often good conditions are wanting, and then (if Government origin) it is a direct loss to the community; if privately promoted it is still a loss, but indirectly through individuals."

The utilisation of the land to the best advantage not only to the individual occupiers, but to the community as a whole is the next consideration. Generally speaking the city may be said to be composed of three distinct parts amalgamated by streets, railways, or rivers, as means of communication. These are, (1). The industrial part, comprising manufactories, warehouses, offices and shops. (2). The recreative part, comprising parks, play grounds and open spaces. (3). The residential part comprising private houses.

The city of the past has been content to allow all these various parts to grow exactly as local conditions have dictated. They have grown in accordance with themselves alone, and have had no concern with their relations to the corporate whole. The result has been so entirely evil that all the old cities which have grown up on these lines have been sooner or later confronted with the imperative necessity of huge schemes of radical improvement in the matter of housing, street communications, open spaces and traffic facilities. The new city need

have none of these difficulties to contend with, if it is planned originally on a rational and far-seeing basis. The three parts of the city as just outlined need to be designed in full view of future developments. The Chicago authorities have estimated that their city would have saved at least one hundred million dollars had its growth been properly directed in its early days.

On a fairly level site, an ideal city plan is possible, but the presence of a river, hilly country or some such natural condition, will break up an uniform design. But such breakage can be made to add to the picturesqueness of the place if planned aright. On city sites of varying contour, streets at right angles are ludicrous. Examples might be given of towns built with up and down streets on the sides of hills, on which it is most inconvenient to walk and for vehicular traffic almost impossible. The only proper way to treat such sites is by curving roads with easy gradients which will be far less costly in construction and immeasurably more serviceable.

Though, in the past land has been laid out with the narrowest width of street allowable and the greatest ingenuity displayed in squeezing together as many building sites as possible, it is generally admitted now, in all countries where town planning has been earnestly taken up that this is a short sighted policy, from the point of view of the land owner, as well as the community. In Germany, where Town Planning is an exact science, the landowners are entirely in favor of a comprehensive scheme embodying all the improvements possible. There are differences of opinion as to ways of laying out, but land owners recognize that if the property which they erect, or which is erected upon land they own, is not to be injured by inferior property in the neighborhood, there must be a Town Plan to protect them. Dr. Adickes, the Oberburgmeister of Frankfurt, who knows English as well as German towns, says distinctly, "that the chief cause of the greater part of the evils which exist in English towns is due to their not having Town Plans and town regulations of the German type." Happily the recent Housing and Town Planning Act will prevent to a large extent this state of things in the future. But what has already been perpetrated will take many years and much money to remedy.

The street system of any city plan is the essence of the design. It may be radial or rectangular, or with variations or combinations of either, or both. In the thirteenth or fourteenth centuries when the building took place of the great Gothic Cathedrals of Europe, the Courts of Justice and the seats of the Nobles the idea suggested itself of grouping them with a view to emphasizing their individual importance in the civic life. This went on from 1300 when Florence was rebuilt and continued more or less until the time of the Renaissance, being then brought into especial prominence in Rome. The scheme was to arrange the streets so that their vistas terminated at some prominent building, and from this, was probably conceived the radial system of street planning which came in its zenith in Paris under the Monarchy. Its main object was undoubtedly the easy sweeping of the streets by artillery in case of revolutionary outbreaks. Paris, by its adoption has been created a city of supreme beauty and it is owing to it that the field has been opened for unrivalled architectural display. What Paris

achieved by this system was copied by Brussels, Vienna and almost every other Continental city laid out during the time of its vogue. The radial system opens up the possibility of grouping buildings at important radial centres and making use of such centres as points for arches, sculpture, fountains, etc. And though the small things of the Art of Architecture can never be neglected, there is no gainsaying the fact that Architecture is seen at its best on the great thoroughfare and especially at radial centres. The Arc de Triumph in Paris, the Capitol in Washington are instances. But Town Planning in the future will systematise such civic centres in a way as was not done by Baron Haussmann in Paris or L'Enfant in Washington. When the radial system is adopted the centres lying on the chief lines of communication will be made use of as sites for buildings embracing Administrative, Educational, Industrial, Commercial, Military and Religious activity. The grouping of such activities within certain areas will be both an aesthetic and economic gain and the various special quarters of the city will, therefore, be naturally disposed in rightful relation one with another. The radial system has the great advantage that its arterial thoroughfares will receive the heaviest traffic, because they are the most direct lines of communication. The vista of each street will be broken by the centres, a very desirable thing because street perspectives unless terminated by monumental piles or objects of natural beauty are not to be commended. The outer rings of the radial system will naturally become boulevards only having tram car lines, carriage and promenade traffic. The system is seen at its best in Continental Europe, and the more later examples in Germany have proved so acceptable that it has become the standard plan in that country taking into it however, many of the improvements effected in other countries.

The rectangular system of Street Planning has been generally adopted in America and Australia throughout the nineteenth century and though Washington is a combination of both the radial and rectangular system with only slight variations. The same is the case with the Australian cities with the notable exception of Adelaide which has made some attempt to form a civic centre and provide a belt of open space around the city with suburbs beyond. The rectangular system stands condemned on a site of varying contour, and on a level site it is a waste of efficiency to traverse any but the shortest route from point to point and thus needlessly expending effort. Though destinations may be more easy to find on a rectangular system and especially by the numerical system of street naming, the fact remains that the traveller must traverse two sides of a right angled triangle to reach a point not on his own street. The radial system, however, resembles that marvel of ingenuity, the spiders web than which nothing could be better devised for rapid access to all parts of its surface. The one redeeming feature of the rectangular system is the shape of the building blocks which facilitate easy and economic building, whereas in the case of the radial system, the shape might in some instances be awkward of use for building purposes. But if the main purpose of Town Planning was the use of every available inch for building purposes, the rectangular system might be justified, but the aesthetic aspect gains vastly in importance in the radial system as



is allows of the utilisation of such sites for the purposes of civic adornment and at the same time relieving the monotony of the street line. Each street system has its merits and it is the duty of the Town Planner to take the best of each and adopt it to his particular needs in drawing up his civic design.

The road and street arrangement need treatment principally from the aesthetic and traffic standpoints. From the aesthetic point of view the frontage line of buildings, makes or mars a thoroughfare. It is to be hoped that the day of monotonous streets of long continuous rows of houses is over, but a uniform frontage line for detached houses is essential to a good street appearance. The houses need not be all square with the street, the variation of grouped houses is particularly pleasing, but the unsystematic projection of one house beyond another is decidedly objectionable. The standing back of houses beyond the side walk allows of tree planting, grass lawns or flower beds and gives shelter from sun, dust and noise. In the business quarters of the city where the buildings abutt on the side walk, it is very detrimental both to the architecture and the street in general, to allow projecting advertisement devices. And as protection of the frontage line is so important, the sky line is equally an aesthetic consideration. The sky-scraper demands regulation unless our city streets are to become mere lanes between lofty buildings, excluding the sunlight and fresh air from the lower stories, and creating terrible fire dangers, as well as insanitary conditions. If the buildings are not carried up to huge heights, the streets need not be so unnecessarily wide, and a narrower street is much better for shopping and business purposes. Wide streets are expensive to maintain in a well-paved and orderly condition, and conduce to the dust nuisance.

On main city avenues, north and south, east and west, divisional arrangements for traffic make for easy and speedy locomotion. They should be divided into carriage drives, automobile and bicycle tracks, and tramway routes, consequently separating the fast and slow traffic. Such divisions can be made by rows of trees, grass strips and stone curbs. The crossing of the thoroughfares by pedestrians may be made at defined points by means of islands, which will afford positions for artistic electric light and tramway standards. Narrow lanes in the rear of all main thoroughfares should allow of access to the premises for tradesmen's supplies, wood, coal and refuse removal, and at the same time allow of the placing, either under or above the surface—preferably the former—of all electric wires, telephone and telegraph cables, as well as gas, water and other pipes, together with the main lines of sewerage. The removal of all poles and other obstructions from the main streets is at once a great aesthetic gain, as well as a traffic consideration of much moment. The tendency of the time to allow the streets to become the dumping ground of all the various little accessories of civic life is greatly to be deprecated.

A city laid out on modern lines of city planning is not likely to suffer from the traffic terrors of the old cities, but nevertheless it is essential that main thoroughfares adapted for heavy traffic should be constructed throughout the city on a definite system. These should be based upon the tramcar routes to some extent, but particular

streets should be set apart for particular classes of vehicles. Business streets too often become choked with slow and fast moving traffic and quiet, residential streets never constructed for the purposes of a main thoroughfare become such, because they are a short cut to some particular building, depot or station, and their trouble never ends. Paris under systematic planning has forty-two roads radiating out into the surrounding country, whilst London, with a population twice as large, has only twenty. This explains much of what Sir John Benn, of the London County Council, calls "The nightmare of London traffic." City planning would take into account likely traffic developments and make provision for them in advance.

Other phases of the street, such as paving, lighting, repair, cleansing, etc., also need consideration by the town planner, though their subsequent execution will fall to the lot of the municipal engineer. The City Beautiful will be made up equally of the smaller matters as the larger ones, and be soundly hygienic as well as aesthetic.

Daniel H. Burnham, of Chicago, may be said to have initiated the present-day idea of civic centres, and they are now looked upon as essentials in any well conceived design. A modern city is an organism, and the different members of it need different treatment. It is too often forgotten that buildings require classification, and it is better to have order at first than to shift the parts into shape afterwards. The Agora of a Greek city, the Forum of a Roman city, and the Market Place of an English country town have each in their separate instances centralised the life of the community. Life in the open was carried on at these points, and they were the axes around which all revolved. Civilisation has made such impracticable today, but the idea may be adopted to form a main principle of city planning. The city can be linked up with the surrounding suburbs by means of elegant boulevards, belts of parkland, and recreation grounds can be provided, roads and streets made pleasing to the eye, and convenient for traffic, but until the whole is welded into a complete organism by the creation of civic centres at suitable points, the city will not possess the essential radiating lines for its activities. The sub-division of cities into sectional areas of distinct characters may be said to menace the theory of democracy, but it must be recognised. It has been inevitable in every city, and is the result of the operation of social laws. But whereas it has been created in Paris, in London, in Chicago, without forethought and preparation, and has invited and encouraged many evils, in the better city of tomorrow, it will be systematised by well-defined civic centres. In Germany, the principle of a "zone system" of town planning has been established, and experts in both Europe and America are taking advantage of these social laws, and utilising them for the benefit of the community.

The main civic centre will always be the Administrative one, whether national or municipal, and it is desirable with the wide extension of the city to create further administrative centres. Miss Jane Adams, one of America's foremost social reformers, says, "The city grows more complex, more varied in resources and more highly organised, and is therefore in greater need of a more diffused and local anatomy." The administrative centre will contain the Houses

of Parliament, or the City Hall, and the position should be well chosen. The world's greatest cities have been built generally on uneven ground, or beside a river, and in either case, the Administrative centre is best situated on the highest point, or by the river. The highest point should be used for a public purpose, for defense, for worship, or for recreation. The highest dominates the city, and should personify the community rather than the individual. It is not always possible to have the seat of administration at such a point on account of difficulties of access, but the possibility should always be kept in view. If the centre is one of national government, the various departments of the legislature should be centred here, with open space containing flower beds, gardens, fountains, arcading, statutory, etc. If the centre is one of municipal activity, the City Hall, Postal and Telegraph buildings, Police Courts, Lands and Mines Offices, should be grouped at this point.

An educational centre should be created within easy reach of both the residential and recreative centres. An University, Technical Colleges, Art Schools with all their necessary play grounds, gymnasias, baths, etc., will form a grouping adapted for the purposes of study. It is greatly to be regretted that large colleges and public schools are dumped down in congested districts and in busy thoroughfares. Provided that the methods of communication by railway, street car, etc., are in easy access, they are much better situated on the outskirts of the city. Besides ample light and air, so necessary for the young, quietude is gained, and the chances of accidents amongst the traffic of city streets obviated. When the new University of California was initiated, the value of an artistic placing of buildings was realised, as well as appropriate location. This was an interesting architectural development, which can be well adapted to play an important part in city planning.

Unless the main trade of the city is derived from the water, the commercial and business centres are better situated if placed away from the river bank, which may then be given over in part to recreative purposes. A centre may be created containing the Markets, Exchange, etc., with surrounding commercial and office buildings. The centre must be chosen on considerations of special suitability and adaptability for the purposes intended, remembering that the primary aim of all commercial concerns is to produce at the lowest possible cost. The modern housing of commercial offices in huge blocks, with all the accessories connected therewith, simplifies matters considerably. Arcades and Colonades may be also constructed to house shops, and the great departmental store is an adoption of this idea. It means organisation of business, and City Planning which is an attempt to place the city on a good business footing will evolve means to arrange trades, occupations and general business, so that they may be carried on with economy and convenience.

A well chosen site is necessary for the Industrial quarter, where the prevailing winds will not carry the smoke and fumes over the town. If laid out with a generous amount of open space, and screened from the residential and business quarters by a wide belt of trees, there is no reason why the conditions of labour should not be of the

best, and the factories and workshops be of the least nuisance and eyesore. The surrounding district might be laid out into model garden villages for the employees. It is worthy of note that over 240 years ago, when Sir Christopher Wren proposed his rebuilding of London, after the great fire, on better lines, he said, "All trades that use great fires, or yield noisome smells, to be placed out of town." This has been carried into effect in the new garden cities which have sprung up in recent years with great success. Industrial development is one of the most urgent points of consideration to the town planner, and every effort should be made to guard against the amenities of the residential districts being destroyed by factories, workshops, etc., being indiscriminately erected in these localities.

Centres for public worship cannot be arbitrarily fixed in any one district, but groupings are possible in certain places. As a vista terminal for a road or street, nothing is more effective than a well-designed church or chapel, and advantage might be taken of them in residential districts where dwelling houses at radial points, unless large and pretensions, would be unsuitable. It should also be aimed to set churches and chapels in more beautiful surroundings, with gardens, grass sward and driveways. The old churches had their church yards round them, giving them a picturesque and restful appearance. The same idea might be used today, adapting it to modern conditions.

An important civic centre should be devoted to recreation and amusement. Sites should be devoted to opera house, theatres, music halls, art gallery, library and museum. They should be away from the business portion of the city, with easy access to the various residential quarters. The library and museum should also be easily reached from the educational centre. All the streets leading up to those public buildings should provide for heavy vehicular traffic, and ample open space for the large crowds which congregate at different times. Theatres and public halls on busy thoroughfares create both pedestrian and vehicular difficulties. No accommodation is provided for carriages, and the foot paths are too narrow for crowds. In a public square, both can be regulated, and the traffic can be expeditiously handled. Theatres, etc., in the old cities show an instinct to group themselves and city planning should utilise this apparent law for the benefit of the city and the citizens.

The residential district opens up another opportunity for a civic centre, and embraces one of the most vital elements of city planning—the housing question. There is a great exodus from country to town in every civilised nation, and it is imperative that good housing should be provided for all classes. It is essential first, that too many houses are not built on any given area of land. The principle of the English garden city movement is that each garden city shall house about 35,000 people, and that this area shall be surrounded by a belt of open country. Any increase shall then be met by the creation of another city. This figure makes the density of population about nine per acre on the estate area, and on the town areas, about twenty-three per acre. Many of the newer suburban estates have houses planned at from four to twelve to the acre. This obviates congested

property, and allows gardens to each house, broad boulevard streets, and open spaces. The houses must be well built, well lighted, well ventilated, and well drained, each particular being dependent upon good city planning. Whilst the purely residential centres will be on the outskirts of the city, chosen from the points of view of soil, altitude, winds, etc., as well as accessibility, there should also be provision made for residential mansions, within easy walking distance of each business and commercial centre. The system of block dwellings has been roundly condemned, principally because of insanitation and unadaptability for child life. The vital statistics have shown that they are seriously detrimental to the health of the tenants. Much of this, however, is not due to the system, but to the way in which these dwellings have been built. Great advances have now been made in the construction and planning of such blocks, and there is no reason why they should not be made suitable and healthy places of residence. There should, however, be ample open space around them, with good court yards, gardens, playgrounds, fountains, etc. There is a great demand for accommodation of this character—they are no more than hotels—and providing they are not built too high and too many people are not living in each suite of rooms, and there is efficient regulation and administration, they will meet a legitimate want, and meet it without detriment to either individual or public health. But the idea of the separate house in garden surroundings is the one to be aimed at, and to educate the public up to.

City planning is something more than civic aesthetics, because it embraces good housing, sanitation and traffic facilities. But the great factor of aesthetics overshadows the whole of its work. It begins with the choice of the city site, because natural beauty and situation may make even the ill-planned city pleasing to the eye. The well-planned city on a good site stands unrivalled, so insistently does topography stamp its character on a community. Age alone can give the picturesqueness of an Edinburgh, Venice, or Rome, but the modern city may at least have the help of good design, architecture and art, to make it attractive. The task is a great one, the combination of poetry with commercial enterprise, but the rights of the seeing eye must be vindicated, as well as the claims to material comfort and health. We must learn to plan cities artistically, and care for them in the broadest sense of the word. Professor S. D. Adshead, of the Civic Department of the University of Liverpool, says, "The city is, in the first place, the envelope of its inhabitants; its buildings are their constant horizon, and their streets have their daily regard. As such, it should exist primarily for their edification, their pleasure and their well-being. To talk of a city as existing solely for the purposes of trade is to talk of mankind existing for meat alone. In the city of the future, mining manufacturing, and other necessary but mechanical occupations which are, under existing conditions, smoke producing, accompanied by excessive noise, or in which are emitted pungent smells, need not be identified with city life. Improvements in methods of manufacture, or in communication, will remedy this." We shall then have a city on which it will be possible to lavish all the thought and skill of the artist. Broad, tree-lined thoroughfares, radiating throughout the city will be convenient and beautiful, and

the architecture of the buildings, business and residential, will give evidence of a high standard of culture. We must realise that the bustling crowd surging through the streets may not notice the architecture, but it undoubtedly feels it, and the city of poor buildings reflects itself in a poor type of citizen. The streets must cater for the man in the street, and after their elementary design, with good paving, lighting and cleansing, need furnishing and adorning. We need to make most of the street during all seasons of the year, and especially the summer. The better city will mean a more open-air life, with increased benefits to the inhabitants. Continental Europe has realised this, and amongst the Latin Races, the street is largely the drawing room of the poor, mellowing their lives with its colour, variety and movement. Trees will give shade, health and beauty to a city, and a garb of grandure and magnificence such as no act of man can even clothe it. Besides the public trees of the gardens, inculcates the individual as well as the communal care of the tree and the flower. Whilst the streets and houses are thus set in arboreal surroundings, the ideal city will provide public gardens and parks throughout each district, linking these together in a well devised park system. Each civic centre should have its public gardens, with band stand and seats, and graced with fountains, statuary, and arcading, making quiet places for the business workers, especially in the noon hour, and adding to the commercial quarters, the touch of nature which will be restful and healthful. The parks on the outskirts of the city are a great aesthetic asset. There is, happily, no need of argument for parks, but in the rush of modern business, and in the stress of real estate speculation, the best advantage is not always made for the community, because their consideration has come too late. One writer says, "In the growth of taste, no educator of the people has been more valuable than the parks. Their attractiveness is undoubtedly one of the causes of that everywhere-increasing desire for more perfection in home surroundings." A beautiful park awakens the desire for better houses, better streets, and a better civic life, and unconsciously raises the standard, not alone of the poor. They have become the delight of the well-to-do. Parks should be provided for at the very commencement of the city, as if they have to be added afterwards, value of land and accessibility, as well as appropriate location, immeasurably complicate the problem. The parks should have good boulevard driveways from the city, as well as inside the part limits. If a hill, or a portion of river bank is available, a park can be appropriately set in such locality. Every effort should be made to get good vistas, and lakes, tree plantations, etc., should be included in all park reservations. It is also desirable to have monumental park entrances, sculpture, fountains, arcading, terraces, etc., for they can all be added to increase the effectiveness of the picture from an aesthetic point of view. Playgrounds should be provided for children in the parks as well as in the residential districts, and can be made of aesthetic, educative value, if well designed. The artificial beauty of the city is the problem for the town planner, where nature has not endowed the scene. It might be said to commence at the railway station, the first object the traveller sees, as well as the last he sees. The railway can be made beautiful in its utility, as well as hideous, and the station maybe made as dignified a gateway to the city as the gates which pierced the walls of the mediaeval



town. A structure of commanding architecture, it should be set with a bold approach from a main thoroughfare or square, and the vicinity laid out with drives and walks to the principal entrances. The embankments and ground around stations, at present made hideous by rubbish, ashes and waste material, might be cultivated, and order evolved, where, in so many cases, chaos at present reigns. Several railways have a landscape gardener employed around their stations, keeping tidy the trees, shrubbery and grass plots, and the practice is worthy of extension. The companies will find it pays to make their station surroundings aesthetically attractive. On the streets, a wide field is open for artistic effort. The advertisements which offend the eye by day, are equally as offensive by night as glaring illuminations. The sky line is spoiled by hideous erections proclaiming the merits of somebody's manufactures, and the architecture of the buildings obliterated by gigantic lettering and signs. It is unfair to the architects and artists, and the advertiser who disregards dignity and propriety in the cities, and desecrates the picturesque simplicity of rural and river scenery is degrading the best elements of their art. Advertising is a public, rather than a private function, and city planning must ensure the aesthetic aspect of the streets by regulating indiscriminating displays. The electric light poles, telephone and telegraph standards, and tramcar standards, should be artistically designed, and from being the eye-sore which they are at present, they might be made pleasing and graceful. As the eye travels down the vista of a street, it should find nothing to grate on its finer sense, but discover grace and pleasure in the various objects of utility. The aim should be to clothe in an artistic form that which civilisation has made useful in the public life. When civic art was at its zenith in Venice and Florence, the artists did not think it beneath their dignity to expend talent on those street furnishings which the citizens all saw. They gave beauty to lamp, sign and pole, adding thereby to the splendour and repute of the city. The architects should give variety to their different buildings, rather than creating a wholesale monotonous repetition. The municipal art workers in Paris and Brussels offer yearly prizes for the best facade erected on their streets, and the results have been wholly successful. Civic art is as much a matter of public concern as health, police or fire, and the beautiful cities of today realise this, and are jealous and proud of their heritage. Colour in our cities opens up a great aesthetic possibilities. It will play a great part in the City Beautiful. City planning will isolate the factories, and render the smoke nuisance less harmful, and scientific improvements are making headway to remove it altogether. The red tiles of houses, the bright colours of walls, will then add a new note to the green tree-garbed streets. It is only within the last hundred years that the street has become a monochrome, dull and dingy. The architects in the new era will come into their own again as city artists. Architecture stamps the city at once, and the problem before us is to express in our buildings all that is worthy and noble in our civilisation of today, to express all that intense energy, vivacity, polished refinement and intellectual perception which marks our life. Architecture is a public concern, and with our newer methods of construction, we should be able to produce as good an aesthetic effect, as past civilisations have done with theirs. We are slowly evolving an architecture

and an art peculiarly our own, and we must see that, besides its strength and force, it has that gentler touch of poetry which alone can elevate. Our sky-scrapers are pointed to as evidences of the commercial daring of an enterprising people. That may be. But their characteristics will reflect themselves assuredly on the character of the citizens. Colour, texture and form, design, grouping and expression, cannot be left to blind chance to develop. Civic art is essential to city planning, and must supplement all the elementary facts of the scheme.

The great impetus to city planning in America began in 1893 when the World's Fair was held at Chicago. Those who viewed that memorable sight said, "Why cannot we live in cities as beautiful as this play city, which will disappear at the end of the summer. Why cannot we have comfort, beauty and joy in our work-a-day cities? An inspiration came to work a far-reaching effect in the minds of men. The city builder has become more important than the empire builder, because it is realised that empires are founded on the welfare of cities, and that the city will always remain the pivot around which human life centres. Civic art will express for democracy what kings and princes did in the nations of the past, and city planning will show us a city which is more than an aggregation of mills, factories and squalid dwellings. Beauty will once again have its place in city life, and there will be public provision for happiness. Germany, France and Italy support the Arts, Music and Drama, just as we support the Police and Fire Departments. We shall do much of this under a wise system of civic action, and create a renaissance of civic pride, and a community spirit born of the appreciation that we are "Citizens of no mean city."

City planning therefore is an organised attempt to apply scientific aesthetic and economic principles and methods to the problem of housing civilised humanity. It seeks to urbanise the country and ruralise the city. From the mediaeval walled town, the evolution has been to an industrial town, and now to a co-operative town, with the consequent widening of communal rights and the enlargement of communal services. The spectacle of cities growing wild, as merely disorderly crowds, fighting for existence with an insufficiency of light, air and beauty, is a disgrace to civilisation. It can no longer be tolerated. Individualism must succumb to co-operation in city building, and civic purchase, design, development and control must be the watchword of the progressive city of today—a city which shall be generous, humane, democratic and beautiful.

## THE SOCIAL ASPECT OF TOWN PLANNING

By MR. JAMES FORD

Of the Department of Social Ethics, Harvard University, U.S.A.

This first Canadian Congress on Town Planning has already devoted much time to a consideration of the social aspect of Town Planning—a most auspicious beginning, and one calculated to bring large results. My purpose in this paper will be to indicate the scope of the social problem involved in Town Planning and to outline a policy.

It is scarcely necessary to demonstrate that any town plan which fails to consider directly the needs of the whole mass of population is abortive. Society is everywhere recognized to be like an organism to this degree—that if any of its parts are ill, the whole suffers. We know from experience that a man with indigestion is less efficient and less companionable, other things being equal, than the normal man. So the city with congested traffic is less efficient and less attractive than the city with streets and sidewalks broad enough to handle all the traffic, and the city with slums is less efficient and less beautiful, than the city without. Moreover, we grant that slums are diseased spots in the city body and that from these spots—if care is not taken—the whole organism may become infected.

There are three essential means to create citizens strong in body and in character, the first is scientific breeding or eugenics, the second is education, the function of family, school, social centre, and church. The third means is the provision of a physical environment that is conducive to health and moral life. This last, if we look at the matter broadly, is the function of the town planner. I do not mean that the town planner who is now architect, or landscape architect, or engineer, must also be a sociologist. Society cannot afford to sacrifice expertness in a matter of such importance. I mean rather that experts in social problems must be permanently associated with the town planner, in order that the vital interests of the whole population may be safeguarded and promoted to the maximum degree.

To show the social aspect of town planning more specifically, we may divide the physical environment of urban inhabitants into its three parts, the workshop, the home, and the place of recreation. Any comprehensive city plan affects all three environments.

It is the function of the city planner to remove destructive elements, insanitation, inconvenience, ugliness, from each of these environments, and furthermore to create a constructive environment—that is, a city in every part as sanitary, convenient and beautiful as an ably guided public opinion, and a maximum available appropriation will

permit, (since appropriations are always limited, it is essential that the most necessary thing should be done first—hence the need of the expert.)

Within the industrial environment it is peculiarly important that streets should be direct and wide enough to carry traffic without delay—for delays cause waste of human labor time, and increase the cost of products to the consumer.

For the same reason, improved harbors, docks and railway service are essential—to reduce the waste of human labor and thus to reduce the cost of goods. Furthermore, if the waste of labor is reduced, the labor time that is saved may be employed in further production, or else a portion may be devoted to increase the fund of leisure time. His leisure hours are man's major opportunity for self-improvement. The town planner is directly concerned in the creation of leisure time through his promotion of improved transportation and transit.

If we examine further the town planner's function, we shall observe that he can not only increase the available leisure time of citizens, but that he is in a position of peculiar power to promote its constructive use. Few adults or children use their leisure time for self improvement. Unless their use of leisure is directed, children will "fool around" instead of playing, women will gossip, and men will idle aimlessly at the saloon or billiard hall. Yet the leisure hours are primarily the time in which the body, restrained and cramped by the day's work at some monotonous task, may be balanced and strengthened by physical exercise, play and sports. Leisure is the time in which the emotional life of man, choked by the tense industrialism of our age, must find expression; when the appreciation of beauty must be taught, and the family and civic virtues must be developed. It is the time too, for mental training, for the perfection of old knowledge, and the acquisition of new. We already recognize the danger of a *laissez faire* policy. Private greed has exploited the pleasure instinct of the masses for profit, and has offered recreations seldom constructive, usually passive, and often dangerous to health or morality.

The need of municipal provision of educational facilities has long been recognized. Today the municipal provision of recreations is seldom disputed. The town planner must, therefore, see these needs broadly, for the present and for the future, and must provide for them wisely.

This is no simple task. The future direction of the growth of the city must be foreseen, and adequate reservations of land must be made at proper intervals for schools, social centres and libraries. Park reservations and systems must be designed in such a way that park facilities will be accessible to every part of the population. There must be a supervised playground within four city blocks of every tenement house, or there will be young children lacking both a place to play and a knowledge of games. Reservations must be made on the lakes and rivers of the city for boating, beach bathing, floating baths, and wading—and these too, must be made accessible and must be adequate. Even though the town planner has provided the adequate parks, baths, and playgrounds, his task is but half performed unless

he renders them enticing to the people by beautification, equipment and publicity. The playground must have apparatus and a director; the baths must have an instructor in swimming; the art galleries must have guides, the parks must furnish picnic grounds, nature walks under competent instruction, folk dancing and pageants. Dancing pavillions, bandstands, menageries and other accessories of parks can be made of great social value but their utility is largely dependent upon their being rightly placed and managed.

In the provision of an environment for the city's leisure hours, the town planner is in a position of peculiar influence. He may save the city vast sums by the early reservation of land for parks and recreation centres strategically located. He can, and should, discover by careful study, the recreation needs of each age and race group of the population and should co-ordinate and adapt all existing and potential forces and institutions of the city to meet those needs.

If we turn now to the third division of man's urban environment—the home—we shall discover what is probably the most urgent of the town planners tasks. All the good which we may do for our citizens by building magnificent civic centres, by widening streets, by building park systems, etc., will be undone if we permit him to dwell for one-third, or more of his day in a home that destroys his health. Improper housing conditions work insidiously upon the health of the occupants. Overcrowding of rooms must result in a loss of privacy and sense of decency—it may result in sexual diseases and immorality. Poor ventilation and darkness caused by lot congestion, high building and bad planning will result in reduction of vitality and resistance to disease and may result in tuberculosis. Bad plumbing or sewerage systems, inadequate or polluted water supply, defective collection of refuse and cleaning of streets, not only reduce the comfort which is so largely essential to happy and efficient living, but menace the health of the already undervitalized slum dweller, by continuous exposure to a number of diseases.

Granting these facts the town planner must first know the housing conditions of his city, and the relative extent and urgency of these conditions. For housing problems vary widely from city to city, and to prescribe for one city on the basis of another city's conditions would result in a pathetic waste of energy and money. If there is no Housing Association of local citizens, one should be formed to help Boards of Health, Building Departments, landlords and tenants up to the highest standards that are locally practicable. But the Town Planner's function here, as everywhere, is primarily preventive. A park or playground may be needed on the site of what is now a noxious slum (as in the case of Mulberry Bend, New York) or certain alleys may need to be widened (as at Washington) or a group of rear dwellings on deep lots may need to be opened to the street by the removal of obstructive buildings (as in Birmingham, England).

In every case city planning commissions should make sure that their local building ordinances absolutely preclude the future erection of any building that is in any way dangerous to the health or safety of its occupants. This means in addition to the usual prescriptions with

regard to materials, size of rooms, placing of windows, plumbing, etc., the application of a very strict standard relative to the amount of the lot that may be covered by buildings and of the height of buildings, and the distance between them. The German zone system (which will be described tomorrow by Mr. Halderman) is probably applicable in certain cities, progressively limiting the height and area of tenement houses in the inner city, and excluding them from the suburbs. The construction of tenement houses (that is buildings housing two or more families) with non-fireproof roofs and outer walls must be forbidden.

Moreover the suburbs must be opened up to the city and the factory districts by cheap, rapid transit on broad direct radial streets. The municipal town planning commission must supervise the subdivision of suburban land into building lots, urgently needed today on the Island of Montreal for example, where alleys are being made in open fields. It must promote suburban building by publicity. It must offer no impediment to proper suburban building by employers of labor, real estate companies, philanthropic or co-operative societies. It could very wisely promote local experiments in the building of cheap suburban cottages for the family that can pay only \$8 to \$15 per month for rent or a mortisation. It could wisely distribute gratis plans of a very cheap home that a labourer could build for himself improving upon the ugly shapes and lack of ventilation and sanitation of the present shack towns.

In case the suburbs are not developed by the means already mentioned there still remain a number of expedients of varying applicability to American conditions; the land tax (which since it stimulates building must invariably be preceded by a model building code) cheap loans and tax exemption for philanthropic and co-operative societies which develop suburban estates. The erection of municipal suburban estates like those of the L.C.C. exhibited here. Municipal building, however, must ordinarily remain a last resort for American cities for it is seriously dependent for its success upon the expertness and integrity of government officials.

Let me close, gentlemen, with a statement of social policy which I believe should be followed by any local planning commission or town planner.

First, learn the local facts and needs. Discover the composition of your population, and the environment of each sex and racial group, while at work, at home or at play. Discover how the environment can be adapted to the welfare of the present and future population in city and suburbs, and the relative urgency, and cost of the measures in question. Gather all possible information on these subjects from the heads of municipal departments, settlement houses, associated charities and other agencies in a position to know local facts—making sure that they understand just what you want to know and why. But also use, if possible, the services of an outside expert in housing or in recreation, as you do in architecture and transit. He will be able to see your problem in perspective, survey your local conditions scientifically, and place at your command the experience of other cities. A procedure of this type will increase both the economy and the social efficacy of town planning.

## PRIME CONSIDERATIONS OF TOWN PLANNING

By MR. FREDERIC LAW OLMSTEAD

Chairman of the International Housing and Town Planning Congress Committee, Brookline, U.S.A.

*Fellow of the American Society of Landscape Architects, Corresponding Member of the American Institute of Architects, Member of the Commission of Fine Arts of the United States of America, Charles Elliot Professor of Landscape Architecture in Harvard University.*

The people of the Canadian West, from whatever source they came, are as a whole self-selected because of certain mental qualities. They would not be there if they lacked these qualities. I mean such qualities as a confident out-look upon the future, a willingness to enter upon new ventures and to give up minor advantages in the present for the sake of future good, a willingness to look facts in the face, and a habit of going directly to work to get what is needed. These are qualities common to the West on both sides of the border. But in the United States, the complicated systems of constitutional checks and balances, inherited from our eighteenth century forbears, so frequently interpose obstacles to a direct, straight-forward, practical approach by public action to any newly recognized objective, that the energies of our people are largely forced into private, individualistic, or extra legal, methods of accomplishing their wants, often at a great waste of time and effort.

If a new thing that needs to be done can obviously be done more promptly and effectively by some common agency, municipal or otherwise, than it can by individual effort, it accords both with the straight-forward, practical spirit of the West and with the practical Anglo-Saxon disregard of logical theories to go ahead and get it done that way, without splitting hairs over the question of whether the thing to be done falls into a previously conceived logical category of governmental functions or not, and similarly, if the new thing to be done can be most effectively handled by individual initiative it accords with the same spirit to give scope to that initiative, even though no very complete logical theory has been evolved to account for the practical difference of method.

I venture to believe that the majority of delegates are not theorists in government or in economics at all, but practical men looking for practical results and ready to use any practical businesslike means of getting the desired results, regardless of what camp of theorists may claim those means as their special pets.

There is a tendency among theorists and certain politicians to seek the appearance of logical consistency by so shaping their course

that it can always be defended by the same set of arguments. With such men to admit any validity in the arguments of Henry George or to use those arguments in support of any practical proposition, stamps one immediately as a single-taxer, to be henceforward regarded, according to the color of the particular theorist, as a dangerous foe of property rights or as a fellow enthusiast in a struggling cause. To object to a measure on the ground that it would hamper and depress individual initiative and curtail investment of private capital to another category, called by some, reactionary, by others, safe and sane.

But the practical man who is not a slave to labels and to precedent does what the circumstances seem to demand in each case, without any fear that he will commit himself to the whole socialist program by doing one thing the socialists approve, or debar himself from taking the side of the conservatives in another matter. Of course, I here use conservative in its broad significance and not in its conventional application to a political party. Those who are by habit and theory always conservative in this broad sense are sometimes in the right and sometimes illustrate that definition of conservative applied by Grant White to certain timid and inert people during the American Civil War. He said, in substance that, "the conservatives be they who, finding themselves in hot water, remain there lest they be scalded." It would be equally easy to define the progressives as those who, finding the frying pan too hot, precipitate themselves into the fire. But the man who steers his course directly towards definite, practical ends, and who selects his methods by the results they bring instead of by the company they keep, is saved by common sense from following any theory till it gets him into either of the situations held up to scorn by these definitions.

I believe then that you who have here gathered at Winnipeg, possessed of the western spirit of activity and directness, and freed from many of the hampering legal technicalities which impede straight-forward approach to practical ends in the United States, have before you a great opportunity.

Now the practical end in view of this business of town planning is to secure for a community of people as much as possible of the advantages of gathering close together with as little as possible of the drawbacks, so far, at least, as those advantages and drawbacks depend upon the physical conformation of the town and its equipment. That end cannot be approached with measurable success except by the expenditure of a great amount of effort and of capital by a great number of individuals working from all sorts of mixed motives, of which one of the most universal and most effective is hope of personal financial gain, whether in the form of speculative profit on invested capital or compensation for services or both.

It is the business of town planning to watch this huge activity and the tendency of its results, to guard, so far as practicable, against its application in conflicting, wasteful, injurious ways, and to stimulate it and guide its application in efficient ways. As long as a town has before it any expectation of growth or change, town planning must be kept up. It is a continuous function, never finished until the town is dead.

No limit of time can be set beyond which the future is not to be considered in town planning; yet, as a practical matter, regard for the contingencies of the remote future must not be allowed unduly to delay or hamper provision for the immediate future.

No limit of space, such as an arbitrary municipal boundary, should check the town planner from studying and providing for any physical changes required by the probable growth of any community; yet, as a practical matter, the planning for remotely outlying improvements must not be done at the expense of pressing improvements closer to the heart of the town.

No hard and fast limit should be set to the scope and subject matter of town planning by any theory of the limits of governmental activity or the rights of the private property owner; yet, as a practical matter, town planners are under obligation to deal effectively in the first instance with those features of the town which depend wholly upon municipal initiative, and to concern themselves with the rest only in so far as they can extend their activities without neglecting their first obligation.

In other words, although the field be unlimited as to time, space, and subject matter, there are certain portions of the field which are of much more pressing practical importance than others, and town planners should bear this fact in mind and be careful not to bite off more than they can chew.

On the other hand, one of the great obstacles to the farsighted planning of any active growing town is that the planning and execution of immediately necessary improvements is apt to absorb the whole time and energy of the technical staff available for the work of planning. It is, therefore, almost essential, in order to secure well balanced progress in town planning, to provide a separate and considerable appropriation for planning *not* directed to immediately necessary ends. It is of the judicious expenditure of such appropriations that I want to speak.

There are two important features of a town which can seldom be secured in any other way than by deliberate municipal initiative, and which can be economically secured only by providing for them in advance of an actually pressing need. Those features are adequate main arteries of circulation and adequate public recreation grounds.

Local streets will always be provided, after a fashion, on the initiative of landowners in any growing town, and as to them, therefore, only a certain degree of regulation and guidance need be exercised in behalf of the community. Public building sites can always be secured, after a fashion, as they become needed, although better results and sometimes greater economy may be secured by planning ahead and making provision for them in advance of actually pressing necessity; but unless steps are taken by municipal authority, long in advance, to secure from occupation by buildings all the ground which is likely ever to be needed for the main arteries of circulation and for parks and playgrounds and other large public open spaces, the community will pay a heavy toll.

I use "main arteries of circulation" in a very broad sense. Its interpretation in any given town involves a large part of the work of town planning for that locality, but always it involves more or less detailed consideration of the requirements of the future as to the location, size, and gradients of the main channels of storm water discharge, of sewerage discharge, of general street traffic, and of street railway traffic. Normally, it should also involve consideration of the requirements of the future as to other railway lines, including inter-urban and rapid transit lines and freight facilities, and sometimes commercial waterways.

The percentage of the whole town area required to make even a liberal provision for the future in respect to such main lines of circulation really involves so small an addition to the percentage normally set apart for local streets that it does not appreciably affect the convenient compactness of a town during the years before it grows up to the need of the increased means of circulation, nor does it at all diminish the total valuation of private lands. The chief danger of really burdening the community through setting apart such areas long in advance of the immediate necessity for their public use is two-fold: They are withdrawn from the many useful purposes to which they could be put if left in private hands, even without being built upon, and the public is burdened with their unproductive maintenance or even induced into undertaking large expenses of construction upon them long in advance of any real necessity.

Of course, the mere careful planning of such a system of adequate main arteries of circulation does not involve any such danger, but in order that the planning shall lead to practical results it is usually necessary to take some legal steps to prevent the erection of obstructive buildings within the areas designated for the future arteries, and to do so long before the public needs to use the whole of the reserved space. In most cases, however, by the time it becomes necessary to take any public steps to prevent the erection of buildings within such a reservation, it is reasonable to lay out within it, for present needs, a street of ordinary width (if such does not already exist) and at that time an easement can be taken on the rest of the area by establishing a building line which will permanently prevent the obstruction of the wider artery by buildings while leaving that portion of the land no yet required by the public to be used by the abutters for gardens or other such purposes.

Almost the same procedure applies to local parks and playgrounds as to district thoroughfares, and the German principle is a sound one which declares that whenever any tract of land is opened up for subdivision into streets and lots, a proper percentage of public open space to provide for *all the needs* of that locality when *fully populated* must be dedicated, or must be acquired by the municipality in the vicinity and assessed upon the land *pro rata*.

Equally important with establishing an adequate standard for main arteries of circulation and public open spaces and providing for them while the land is yet but sparsely occupied, is the need of establishing a standard of open spaces for assuring light and air to all the



buildings of a town before the unrestricted play of economic competition shall have imposed a wholly needless standard of crowding and darkness. No matter how far a town may see fit to go or how short it may see fit to stop, as concerns planning and regulating the development of private property in other respects; no matter whether it leaves the layout of local streets wholly to the initiative of landowners, or fixes every one of them according to a set plan; no matter what its building law may be; it owes to its citizens and to the whole body of its landowners the definite establishment of standards beyond which its land owners may not be driven by economic competition in crowding the land with buildings.

Ten thousand dwellings of a given cubic capacity and of a given quality of construction cost about the same to build when they are so spaced that every room is light and airy as when they are crowded together in a dark and pestilential slum. A town of a given population, other things being equal, has about the same total land valuation where it is spread sufficiently to give all its people decent living conditions as when large portions of them must live and work in dark and ill ventilated rooms.

Where unsanitary and uncomfortable crowding of the building masses is avoided the extra cost involved is mainly in a somewhat greater length of local streets with their underground service mains. That extra cost is so small a fraction of the total cost of buildings and lots as to be almost negligible, and it is not, of course, a desire to avoid this slight extra cost of street construction and maintenance which causes injurious crowding of building masses, but merely the pressure of commercial necessity where land values are fixed in relation to the rental derivable from the most crowded condition which is possible under the law without driving away tenants.

We are all familiar with the tendency. We all know that in towns of moderate size it is the exception for buildings to be so crowded as to darken each others' rooms unduly, while with increasing land values, the temptation to crowd becomes greater by imperceptible degrees and the standard of the town by slow degrees is lowered. All of us who know New York are prepared to believe that there is absolutely no limit to the progress downward except in the establishment of minimum requirements by law.

It is just as easy to arrest the progress of congestion at an earlier point as at a later. It is just as easy to have a great city which is composed of well lighted and well ventilated buildings as a more congested city of equal population, living under less favorable conditions.

It is, therefore, one of the prime duties to be faced in Town Planning to define and firmly establish standards in respect to the obstruction of light and air by building masses.

Town Planning is much more than the things I have been speaking of; there is, indeed, nothing in the town that lies beyond its purview and it is, or should be, at all points, dominated by a keen appreciation of the aesthetic values that can be realized in solving the problems of

town development; but I think it is fair to say that its paramount duty, at the present day, is to deal with the problems of assuring the future town, at all stages of its growth, of adequate main arteries of circulation, adequate public open spaces for recreation, and adequate spaces for the admission of light and air to every room in which its future citizens shall work and live.

The opportunity before the cities of the Canadian West in respect to effective Town Planning is peculiarly favorable. If they will seize that opportunity and attack the problem directly and courageously in the light of success and failure elsewhere they will not only profit their own citizens greatly, but will, I believe, materially advance the science and art of Town Planning for the benefit of all the world.

## DISCUSSION

PROF. PERRY, Winnipeg: I might say that in our own Province at the last session of the legislature in order to preserve a proper relation between municipalities and large corporations, our government saw fit, and wisely so, to appoint a person whose judgment would be final with regard to any question in connection with the law. Now, it seems to me that the solution of the question before us must lie on somewhat the same lines. There must be a man with knowledge of municipal matters to whom these very points could be referred, and to such person should be given a veto power, to vote undesirable legislation enacted by any council or any municipality where they were never brought in touch with these things and had no special knowledge of them, also legislation might be brought in to prevent conditions being landed upon a community before the significance of the state of affairs becomes apparent to them. It seems to me there should be some such commission as that appointed in a municipal line, just as it has been in a legal line.

ALDERMAN BEILFUS, Chicago: I do not know just what your condition is in that regard; I am not familiar enough with it, but it seems to me in this matter of city planning another vital point which should be considered is home rule. The city itself should regulate its own affairs. Now, we unfortunately in Chicago, and I think it is the same in most of the States, are governed by the Legislature; in our case by the City of Springfield. And there we have a more deplorable condition as to the calibre of the men than what we have had in the council. And those gentlemen are given the power to say what shall or shall not be permitted. There was perhaps a dozen things in the city of Chicago that we took up and dropped, such as: if you desired to put a machine shop in a residential district you would have to get two-thirds of the people to give their consent; the same applies to lumber yards and other things. What we would like to have is home rule in those respects and I think the municipalities should regulate their own affairs, or at least make suggestions in that direction. If we had that right in Chicago we could do a great deal more for the benefit of the city than we can at the present time. We have got to go down to Springfield and when we do go down we find an unlearned class of people legislating for us.

I hope that the opinions of a body of men, such as this, coming from various directions, will have great effect on public sentiment.

DR. HODGETTS: Lest we forget. I think the instance of Dr. Seymour refusing to give his consent to the erection of an ill-planned apartment block indicates that he had the courage of his convictions, that he had full knowledge of what he was doing, and was acting so as to preserve the health of the people in condemning such a proposition as was presented to him, and should be put on record. I therefore move that this conference entirely disapproves of the scheme of one-roomed apartment buildings, as condemned by Dr. Seymour, and that it should be brought before the committee.

I think that the province should have commissions along the lines suggested in my paper. We cannot throw this burden on Winnipeg alone. Let us employ proper men; it is not only a health matter, it is an architectural matter, an engineering matter, a financial matter, a legal matter, and we must in our provinces appoint a committee with power to veto even home rule, for we know what municipalities have been in the past and they will be the same in the future. We are cursed with incompetent aldermen in Canada, and I think we should have some central power, and they should be vested with power to carry out beneficial schemes in this connection. In Germany they have a body of men who have a knowledge of the requirements and on whom the authority for the carrying out of these requirements rests.

PROFESSOR PERRY: I would like to second that motion. That is a concrete case of where the municipality was ignorant of the proper methods. To effect good laws on this matter it requires men with special knowledge. I think there should be a board of trained experts who would be able to say what is and what is not good for the people's health.

MR. EVANS: On this question of home rule, or control by the legislature in the United States according to the constitution, and to our country, by the province, because the municipality is the creature of the province and of the state. The state or the province has the superior jurisdiction, and the municipality is created for certain purposes and its administration is controlled by the Province or State. But I think that the source of the trouble comes from the fact that both your municipalities and ours have to go to the legislature very often for particular legislation. If we do anything at all in the City of Winnipeg out of the ordinary, it is necessary for us to go to the legislature for definite approval of that particular thing. Our courts, very properly, strictly interpret the exact terms of our charter, so that there has to be definite legislation therefore for everything we do. In the United States your state authorities also exercise the same powers of appointment, and even to enactments referring to the cities. We haven't got to the same extent the difficulties from that source. It seems to me in this respect the English system is better than ours. There they have what is called a "General Clauses Act" which says that the city may do so and so, but before they actually do it, you must secure the administrative sanction of a body of experts of the Local Government Board. If, instead of the very elaborate city

charters which cover the administration of our cities, we had a general clause or two saying that the cities could administer their own affairs and make the necessary by-laws, but before putting them into force they would have to be approved by the Board of Experts, this would give you what is absolutely necessary; viz. central administrative control, and yet you would not have to go to the legislature for power to add certain clauses to your charter every time a needed reform was necessary. In the majority of the cases the members of the legislature would not be familiar with the peculiar conditions obtaining in your cities, and it would probably take six months or longer to pass the amendments.

MAYOR ARMSTRONG, Edmonton: I would like to say in connection with what has been said by our friend from Chicago and Dr. Hodgetts. It seems to be a case of more or less intelligence. I have no doubt that in the case of Chicago, that city has a greater intelligence to draw from to solve her own problems than the Legislature at Springfield. But there are conditions that may be just the reverse. Take a little jerk-water town in the State of Illinois; it may be that the intelligence of the Legislature is a good deal greater than the intelligence that is brought in to bear on the local council. We have a great many towns in Alberta that are being incorporated, or at least incorporation is sought for them, and in a great many cases these are land speculations pure and simple. Now, we discussed the thing last year, and when I say "we" that means the City Engineer of Edmonton, myself and a few people who are interested in the legislature, and our idea was to approach the Government of the Province of Alberta with a plan for the creation of a Central Board. The Board was to be composed of a doctor, a civil engineer, and, of course, we did not forget ourselves, a landscape architect, a real estate man, several merchants and so on, making a very comprehensive, broad-minded board, which would have the control especially of the newly created towns. The idea was that this board should meet and be in session, so as to be able to advise the Legislature on anything that was to come up, mainly the incorporation of new cities, towns and villages; and the idea was further, that people who wanted to incorporate such towns or villages should make their plans at any time of the year and submit them to the Legislature during the time the Legislature was in session; these plans to be fully approved by the Board before being passed by the Legislature.

The Bill covering this proposed Board will come up for discussion during the term of the present Government, and I hope it will be passed. It seems to me it is the only solution for curbing those land speculators who buy a quarter section today and lay out a town tomorrow. It compels them to perfect their plans because they have no chance of getting their plans accepted without first having been approved by this Board.

ALD. EAST, Edmonton: In preparing the new building by-law for the city of Edmonton, the question of tenement houses came up very strongly and in the new by-law, which has been drafted and has passed its second reading, it is provided that apartment houses with suites of no less than three rooms be limited to a size of 9 x 10. That was done on the lines of morality and good health.

## THE CITY BEAUTIFUL

By MR. LOUIS BETZ

Of St. Paul, Minn.

The Town Planning Commission of Winnipeg has honored me, by the request to read a short paper before this Congress on the subject: "Opening up and Beautifying the City."

I do not possess any expert knowledge on this subject and appear here as a private citizen who has been connected for a number of years with the Municipal Government of St. Paul. My chief reason for accepting this invitation is to give emphasis to a movement which is sweeping this country, and to call attention to private citizens that it is their duty to take a profound interest in—so that any suggestions which I make in this paper are simply the opinion of a layman.

City or town planning has become one of the most important topics which is now being discussed by all people interested in the progress, advancement and betterment of Municipal Government throughout America. City officials and prominent citizens everywhere are giving the subject much and earnest attention. It has taken on extraordinary proportions in the last few years. It is a sudden awakening in these two sister nations of America to the fact that all our cities have been built up without any regard whatever to some of the principal functions of a municipality. These are: First, to provide suitable areas for the construction of homes, and to regulate their construction as to sanitary conditions, safety to occupants and to provide suitable and proper environments. Second, to provide the necessary areas for the workshops of all the people, factories, stores, warehouses, office buildings, railroad terminals, shops, etc., and the construction of all these should be so regulated as to give to the great mass of people who work in them, air, light and an environment that will tend towards health, happiness and contentment while at work, thereby increasing the efficiency of all who labor, with the resultant, economic gain. Third, to provide suitable areas for the recreation of all the people, such as parks, playgrounds, boulevards and water fronts. So it seems to me that the first consideration in planning a town or city should be to make it a place in which people can live, work and play, in a manner that will be productive of the best citizenship.

In speaking of "opening up a city," we may discuss cities of 50,000 inhabitants or more, which have been poorly or improperly planned at the beginning. This includes most every city of Canada and the United States, with the possible exception in the United States, of Washington and Detroit, which were built up according to a city plan from the beginning. The work of opening up these cities will be the slow work of a century; a beginning has been made, but I am

afraid we all started to make plans for the superstructure instead of first digging the cellar and laying the foundation. Up to the present time most all city plans that I have seen or heard of, have one dominating feature: "Civic Centers," "Show Parks" and "Boulevards," features that cost an immense amount of money and can be enjoyed mostly by the well-to-do class of people. To my mind these features should come last, and in planning the opening up of a city, first consideration should be given the housing problem. I know that this problem has been taken up by many cities separate from city planning; some of the eastern cities and states have already passed excellent laws regarding the construction of homes. But before considering city planning on a large scale, let us make the home areas of our city, and especially those areas occupied by the working class, wholesome and cheery places. After this is done it will be much easier to go a step further and start the widening of the narrow streets in the business part of the city. People content with their homes will then want easy access to their places of work, wide streets and good transportation facilities. The widening of streets is the great problem—here is where the most of us balk. It looks impossible and the cost seems prohibitive, but it must be done in course of time in cities that have narrow business streets, if the people of such city wish to maintain property values in such districts, otherwise the business district will move to such areas where the streets can accommodate the traffic. This condition is very acute in the City of St. Paul where our main thoroughfare (Seventh street) is only about 60 feet wide, with double street car tracks; this leaves only space enough between the outer rail of the car tracks and the curb for the passage of one line of vehicles, thereby retarding traffic immensely. If this space were wide enough for two or three lines of vehicles, traffic would move almost twice as fast and the same conditions are true regarding the sidewalks. The more time consumed by the movement of traffic through the business streets of a city, the greater the money loss to business. The minimum width for a principal retail street should not be less than 85 feet; from that to 120 or 140 feet, but if too great difficulties prevent the widening of a principal street, other thoroughfares should be opened up traversing such district, in order to relieve the congestion of the main thoroughfares. Streets leading from railway stations to hotel districts, should be planned so as to be direct and at the same time not to interfere with the main business arteries, affording quick travel between these two points. The opening up of entirely new avenues will be found a part of any new city plan that may be adopted, and here we find one of the greatest difficulties, especially in the United States. In cutting through squares, fragments of lots are always left that would have little value unless attached to adjacent property, and then leaving much property poorly suited for the erection of such structures as would properly adorn the new thoroughfare. This is hard to overcome, as under the laws most cities of the United States have only the power to condemn such property as is actually to be used for public purposes. Before comprehensive city plans can be realized, we should have laws upon our statute books, giving the city the power of excess condemnation and the right to re-plat and re-sell such excess property abutting the improvement under such conditions as it may impose. In this way much of the cost can be realized from



the enhanced value of the abutting property. London and Paris have cut through new avenues in this manner without cost to the municipality or its tax payers, the profit from the property condemned in excess of what was actually needed paying for the entire improvement. In the last ten years Rio Janeiro, Brazil, has spent something like \$56,000,000 in opening up new streets and beautifying the city and mostly on this plan. In St. Paul we made the attempt six years ago to have two such avenues cut through the city, creating approaches to our new state capitol, which is considered one of the architectural gems of our country; but the cost staggered the people and not enough enthusiasm could be aroused to realize the undertaking at that time, although we still hope for its completion in the near future. Through the efforts of the committee who had charge of this proposition, the State Legislature was induced to create a Capitol Grounds' Commission, and has since appropriated \$300,000, with which this Commission has purchased property surrounding the Capitol. If the State Legislature will make further appropriations, some day the Minnesota State Capitol will have the setting that it is entitled to. As to widening of streets, St. Paul can report some real progress. Only three weeks ago upon the petition of a majority of property holders, the Common Council ordered the widening of Robert Street from Eighth Street to Central Avenue, by condemning twelve and one-half feet on each side of the street, making it 85 feet wide. This will create an easy thoroughfare from one chief residential section to within one block of the very heart of the city, and it is proposed to establish a building line on this street from Eighth Street to the river, twelve and one-half feet back of the present line, so that buildings constructed in the future will be set back to that line with the exception of the first story, and fixing a time, say, 20 or 25 years hence, when all buildings must conform to the new line. In this manner streets upon which abut many costly buildings, can be ultimately widened and made serviceable for the increased traffic, at the same time increasing the value of butting property.

One of the chief features of any new city plan, should be the creation of many small parks and playgrounds, especially in the congested residence districts, as such districts are mostly inhabited by the working class of people. As I have said in the beginning, throughout this country our municipalities in adopting park systems, have laid the greatest stress upon the creation of "show parks" and boulevards" and the greatest amount of money has been spent on these. The large parks are generally only accessible by the tramway or private conveyance, and are therefore not of constant benefit to the ordinary working man; but if we had many open spaces through the city accessible by a few minutes walk, where the whole family could sojourn after supper and get a breath of fresh air without first putting on their Sunday clothes, the benefit to the great majority of people would be many times greater than that which they receive from the distant large parks. These open squares can be truly designated the lungs of the city, so the more we have of them, the healthier the population; and there should be music in them once a week. Would it not be wiser to provide these kind of recreation places and beauty spots first, before we attempt to spend great sums of money raised by

taxation (and a great part of it from these very people), for the erection of monumental buildings, "civic centers," "show parks," etc.? If we make the home areas of the great mass of working people attractive and healthy, will not their appetite be whetted for something *more* beautiful, and the natural result be that the tax payers instead of blocking the attempt to create civic centers, show parks and boulevards, will loosen their purse strings and demand them? The "City Beautiful" is our goal, but before we can reach that goal we must first provide for the "city practical" and gradually lead up to the "beautiful." City planning has taken hold of every corner of America, and all communities are active (as they should be) in securing for themselves a comprehensive city plan, but there has not been much actual work accomplished, and this may be fortunate, if, as suggested, some of the fundamental ideas of present city plans are wrong.

Let us hope, therefore, that when our country begins actual work on changing the character of our cities according to the newly adopted plans, that work will be done right.

exceedingly busy, building materials are at hand, time is ripe for building, therefore we accept the obvious pattern so timely brought to light.

Gridirons can be laid out upon the ground with amazing speed. Miles of streets can be established over hill and plain in a day by the merest surveyor's assistant, who can indicate at the same time the position of blocks and subdividing lots once the pattern is impressed on his mind. Since the deeds for transfer are alike in description and text, a whole city may be put to press and made ready for signature in a few hours. Purchasers have no cause to quibble over the lots, for they are all on main streets, they are all of similar orientation, and of precisely the same shape and size. The Atlas is also readily prepared by repeating the characteristic block and lot to the very margins of the page. To be sure some correction must be made if the city is large, for the curvature of the earth's surface, which tends to make parallel lines converge or lose their precise angle of intersection. This phenomenon unlike prominent features of topography, is rarely overlooked by the expert gridiron maker, who tests his work by the true meridian and by the standard length at Washington and regards himself as a champion of an exact science.

The gridiron as a field for residence and manufacture and as a channel for business and transportation, is seen at its worst when it is applied to an uneven topography. On such ground streets of ample width may prove to be impassable on account of steepness, and the construction of main thoroughfares may be postponed for years for the need of funds to overcome obstacles which might have been avoided by a slight deflection, traffic may be forced by wide detours to secure an outlet which might have been provided directly by a radial or a diagonal; railways may be forced to enter the city through heavy cuts or tunnels and proceed upon trestles or causeways in order to avoid diagonal crossings of the street system upon natural gradients; water-supply mains for high service may require frequent and expensive inverts into low ground, and normal pressure mains and the sewers may be required to zig-zag from street to street in order to make amends for faulty profiles; whole districts set aside for mercantile purposes may be forever handicapped for business use, because natural lines of approach have been blocked; residence streets may suffer seriously from an unfavorable aspect to the sun in summer or winter, and to the prevailing winds. Cities ill-planned in these ways, which do such violence to the ground upon which they stand, which suffer such inconvenience for want of the most primitive forethought, and which stun the senses by a monotonous succession of streets and blocks of exactly the same pattern extending mile after mile, are the common type with us.

Strangely enough, when our gridirons are established and their faults widely known, we experience the greatest difficulty in preventing their further extension. Their growth becomes as automatic and as relentless as their pattern is mechanical and arbitrary; only the great barriers of the sea and the mountains have usually sufficed to check them. Fortunately there is now arising a tide of public opinion which promises at length to turn the energies of the house builder into rational channels and to lead traffic in the direction which the contour of

the ground and the requirements of commerce suggest. We realize that a city should be more than a mere aggregate of buildings and that time and money invested in these structures cannot bring proper returns unless the relation of the buildings to the city at large is logical. Experience has taught us that an ill-planned city is by nature ugly. The mere addition of street trees, the construction of monuments and the architectural embellishments of facades cannot cover glaring faults of city structure or hide obvious conflicts of plan with topography. A city cannot become beautiful unless its plan is adapted to its use. Herein the bee working on his sham wax foundation has an advantage over us.

The most important community value is that accrued to land, which outside of Milwaukee is worth \$400.00 per acre, eight lots per acre or \$50 per lot. As you enter the city prices are higher, increasing as you get towards the center, where \$100,000.00 a lot is not an unusual price. That addition of \$99,950 to the lot is measured by the power of its owner to exploit the people who are obliged to use it. That is the community value, a value supported by the community. The owner of this lot has simply held the reed as you would hold a lottery ticket. The value virtually belongs to the people, (that is the city), and amounts to many millions of dollars from which the city should receive the income for its community benefit. The community value of our streets is much. Yet we permit the use of them for street cars free of charge; the same is true of gas, electricity, telephones, etc. In many ways community values are appropriated as personal incomes. We are giving something for nothing, which is the fundamental reason for considering gambling a crime.

The gradual stopping of this leakage is what will rid cities of their tax burden.

This has been accomplished to some extent and is now being undertaken here, by what is called excess condemnation, whereby the city is given power to appropriate as much land as will be directly benefitted by any contemplated improvement, so that new increment will support the actual expenses.

Here again the city planner has to convert lawyers and courts.

Good city planning will conserve labor, and the product of labor directly, and human welfare indirectly. It makes for true economy, whereas we are now extremely wasteful.

The beauty, too often advocated, should come or develop as a natural consequence, for it should be remembered that there is no real beauty but that which is the result of goodness.

Utility is the fundamental; whenever we depart from utility, as art for art's sake, usually does, we have mere fashion.

## EXHIBITION

During the Congress the building was occupied to its fullest extent by exhibits from all parts of the world. The photographs, plans and models illustrated practically every phase of the work of *Housing and Town Planning*. An interesting feature was the exhibits illustrating sites before and after improvement.

Harvard University and the "American City" Publishing Company exhibited large collections of views illustrating conditions and improvements covering the whole of the United States.

The following is a list of cities and others who contributed exhibits:

### Great Britain

Bourneville  
Port Sunlight  
Norwich  
Durham  
Liverpool  
Bath  
Bristol  
Northampton  
Edinburgh  
London County Council  
Manchester  
Leeds  
Bradford  
Cardiff  
Exeter  
Garden City Assoc. London  
Shrewsbury

### Germany

Mannheim  
Karlsruhe  
Nuremberg

### Belgium

Ostend

### Italy

Turin

### United States

New York  
Louisville  
Erie  
Rochester  
Chicago  
Boston  
Philadelphia  
New Orleans  
Kansas City  
Minneapolis  
Harvard University  
The "American City" (New York)  
Manhattan  
Pittsburg  
Washington, (D. C.)  
Springfield  
Canada  
Edmonton  
Regina  
Port Arthur  
Ottawa  
Penetanguishene  
Saskatoon